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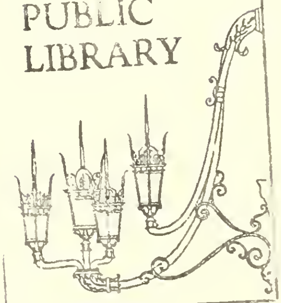

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PHYSICAL DEVELOPMENT PLAN
for the
BOSTON
MODEL NEIGHBORHOOD AREA

HII JUNE 1972

MODEL
CITIES
84P

PHYSICAL DEVELOPMENT PLAN
FOR THE
BOSTON MODEL NEIGHBORHOOD AREA

PREPARED FOR THE

BOSTON MODEL CITIES ADMINISTRATION
BY
HOUSING INNOVATIONS, INC.

JUNE 1972

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INTRODUCTION

INTRODUCTION

This study reports on work done by Housing Innovations, Inc. for the Boston Model Cities Administration in the period 1970 to 1972. It covers some, although not all, of the elements which compose a physical development plan: housing, commercial and industrial activities, and transportation. It also includes special studies of Blue Hill Avenue and Dudley Street, and a review of alternatives for the proposed Cross-Town Boulevard. Excluded from this study were an analysis of community facilities and planning for an open space program; these were undertaken by the MCA staff. HII submitted a draft on schools, but due to the complexity of the issue, MCA requested that no further work be done on this topic until basic problems had been resolved.

PURPOSE

The purpose of the plan is:

- To present the "face" of the physical development of the Model Cities Area to residents and the MCA, showing what opportunities exist for strengthening and changing the area;
- To identify special problems of the area;
- To aid in the setting of work priorities;
- To create a record of information about the area which will aid residents. planners, administration, and private developers in making decisions which affect the future of the Model Cities Area: and,
- To give the MCA a base of information for preparing applications for funds to the Federal Government, Commonwealth, or City.

WORK PROGRAM

The work was conducted in three phases:

Phase I: Inventory and Identification of Problems

HII prepared an inventory of existing land uses, transportation, and community facilities, based on existing data and extensive field surveys. The condition of residential buildings was noted. Problems and strengths of the different land uses were identified by means of the field surveys, and verified by persons and residents knowledgeable about the Model Cities Area. HII mapped the above information to obtain a clear understanding of how the land uses relate to each other geographically, and to permit further study of the problems.

Phase II: Analysis and Sketch Plan

The information collected in Phase I was analysed to establish priorities for actions which could be undertaken by the MCA. HII prepared a sketch plan combining the various land uses on one base map. Using the base map, it prepared a series of maps showing: existing land use; on-going actions; existing housing conditions showing recommended treatment; a map comparing on-going actions with housing condition, indicating the possibilities open for "next-step" actions; the next-steps, showing recommendations for new actions in physical development; a draft of proposed land use; and special detailed studies of housing sites, and an analysis of the implications of the cross-town boulevard.

Phase III: Preliminary Plan

HII prepared a preliminary plan covering all land uses, and showing existing development, "next-steps", and future development. It is called a preliminary

plan, because it is subject to change over time, either due to community needs and desires, or to economic restrictions on planning and development. Reports were prepared on housing, commercial and industrial space, transportation, and special studies of housing development sites, the Cross-Town Boulevard, Blue Hill Avenue and Dudley Street; these are included in this volume. As mentioned above, a draft on schools was prepared and submitted to the MCA.

WORK PRODUCTS

The following work products resulted from the study:

Phase I: Progress Report I
400 Scale Inventory "Problems and Assets" Maps in the following categories:
- Transportation - Circulation
- Public Transportation
- Commercial
- Industrial
- Open Space
- Housing
- External Influences on Area

Phase II: Sketch Plans - Model Neighborhood Area (200 scale)
Existing Land Use Plan
Proposed Land Use Plan
Housing Plans
Development Opportunities Plan
Next-Steps Plan

Reports & Studies
Draft Report - School Sites
Draft Report - Housing
Housing Studies (100 scale)
School Site Studies (100 scale)
Cross-Town Boulevard Alternates (100 scale)
Miscellaneous Site Studies (100 scale)

Preparation of Illustrative Site Plans & Required Urban Renewal Drawings
Kitteridge Park Urban Renewal Area (100 scale)
Brunswick-King Urban Renewal Area (100 scale)

Phase III: Blue Hill Avenue Study
Dudley Street Study
Written Presentation to Model Neighborhood
Board of "Final" Sketch Plan or "Preliminary Plan"
Final Reports

PARTICIPANTS

The study was directed by Denis Blackett and Ralph Partan of HH, with the following staff members participants: Dell Mitchell, Terry Moor, Shunsuke Iwasaki, Ellen Seidman, Richard David, Craig Bell, and Diane Walsh.

The project was coordinated for the MCA by Frederick Paulsen, Director of Physical Planning, and several staff members assisted in reviewing the project as it progressed. Various other bodies also reviewed and discussed the work in progress: these include the Model Neighborhood Board, the Boston Redevelopment Authority, Circle Associates, Justin Gray Associates, Harbridge House, and Hamil Associates.

USE OF THE PHYSICAL DEVELOPMENT PLAN

The plan has not been prepared with any particular governmental program or private development in mind. Rather, it aims to provide guidance to the Model Cities Administration, residents of the area, and private developers in a wide range of situations. For example, a developer may approach the MCA with a proposal for rehabilitating a group of houses. The MCA should refer to the plan to see its comments on residential rehabilitation at the particular location. Another example: the MCA may show a potential developer of new housing some of the proposed housing sites included in the plan. As a means of stimulating

action on improvements of commercial areas, the MCA can discuss the proposals on business areas contained in this report.

In an inner city such as the Model Cities Area, new development or rehabilitation tends to be sporadic and uncoordinated. The physical development plan can help to derive the greatest advantage from proposals for change.

HOUSING

I. HOUSING

A. THE SETTING

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2. The Housing
3. The Market for Housing
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REFERENCES

I. HOUSING

A. THE SETTING

Housing conditions in the Model Cities Area are well known as a result of numerous reports and studies. This section of the report will highlight these housing conditions, emphasizing recent trends as shown by new information from the 1970 census.

1. The Occupants

Approximately 49,000 persons lived in the Model Cities Area in 1970, a decrease of 14,000 persons since 1960, and a decrease of 31,000 persons since 1950.[1*] The decrease of 21.6 percent in the Model Cities Area in the decade 1960 to 1970 far exceeds the population decline of 8.1 percent for the City of Boston as a whole. The decrease in the Model Cities population is paralleled by a decrease in the number of households and in the size of households, and also by a reduction in the number of occupied housing units (1970: 17,175; 1960: 20,311) as a result of demolitions, fires, and growing vacancies and abandonments.[1] Even though the remaining individual dwellings may still be overcrowded, the Model Cities Area holds far fewer persons than it once did.

Generally, residents of the Model Cities Area have lower incomes than residents in the City of Boston. Seventy-four percent of Model Cities residents had incomes under $6,000. in 1969-1970,

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*For References on Housing, See Page 66

compared to 38 percent in the City of Boston as a whole.[2] As a result of the prevailing low incomes, many Model Cities residents pay more for housing costs than they can afford, even though rents are lower in the area than in Boston generally. In the decade 1960 to 1970, the proportion of households with low incomes had increased.[3]

The Model Cities Area is racially mixed. At present, about three-fifths of the households are black, one-third are white, and one-tenth are Spanish speaking, principally Puerto Rican and Cuban.[4] The present racial mix is the result of a tremendous population shift in the area since 1950, at which time, blacks were only 6 percent of the area's population.[5] Population shifts appear to be continuing since the Spanish speaking population is reported to have increased substantially in the last few years.[6] Census information is not yet available to support this observation. In terms of their housing requirements, black and Spanish speaking families tend to be larger and have more children than the older, smaller white households.

Residents of the Model Cities Area are predominantly renters: 77 percent of housing units were rented in 1970, compared to 23 percent owned.[7] The proportion of renters and owners has not changed much since 1960: in that year almost 4,000 owners (21 percent) lived in the area, compared to 3,385 (23 percent) in 1970.[8]

2. The Housing

According to surveys made by the Model Cities Administration,

30 percent of the occupied housing units are classified as being in good condition, 48 percent need minor repairs, 19 percent need major repairs, and 3 percent are beyond repair.[9] As might be expected, lower cost units are more often in need of repair than higher cost housing, and rental units are generally in worse condition than owner occupied units.

3. The Market for Housing

The most striking fact about the housing market in the Model Cities Area is the large and increasing vacancy rate. According to the 1970 census, the vacancy rate was 13 percent in that year, the second highest in the City of Boston after the South End, which had a vacancy rate of 16.2 percent.[10] (The vacancy figures for the South End, however, may be artifically high, since in 1970 the area contained newly constructed but unoccupied housing, as well as vacant units purposely set aside by the City for emergency uses.) The average vacancy rate for the City of Boston at the time of the census was 6.4 percent.

Observations in the Model Cities Area show that some units in comparatively good condition are standing vacant, indicating that housing is not filtering down to the next lower level of income, and that vacancy is of such proportion to deserve being called abandonment.[11] Such units do not remain in comparatively good condition for long, for they are either vandalized or damaged by fire.

In spite of the availability of units, at least on paper, many low income families face a severe housing shortage.[12] They are unable to find units in decent condition, at a price they can afford, in a liveable neighborhood. As a consequence, they crowd into units that are too small, pay more than they can afford, or live in a wretched environment. Thus, one part of the housing shortage can be expressed as a shortage of decent low rent units of any size.

The housing shortage is particularly acute for large families who need housing units with four to six bedrooms.[12] Paradoxically, in the Model Cities Area, there are numerous small households living in large housing units. These households often consist of older persons who choose to stay on in their family homes after their children have moved away. Sometimes the mortgage on their houses has been paid off, and the monthly housing cost is low, but this is not always the case.

Homeownership is the housing goal of many families in the Model Cities Area, as the following evidence shows:[13]

-In a 1967 survey of 112 rental residents in Roxbury, 64 percent stated that they would like to own homes.

-In the period of 1968 to 1970, the Boston Banks Urban Renewal Group (BBURG) granted 1,500 mortgage loans, of which 58 percent went to former Model Cities residents.

-In 1968, the St. Joseph's Homes Cooperatives had 1,200 applications for 136 homes, of which 41 percent were from Model Cities residents. (Admittedly, not all of the applicants would have qualified, and the cooperative is an unusual form of homeownership: nevertheless, the large number of applications submitted indicates a strong interest.)

B. HOUSING ALTERNATIVES

This section of the report evaluates different housing strategies for producing housing in the Model Cities Area. The different strategies reviewed are: emphasis on rehabilitation of existing housing units; an emphasis on new construction; and a mixture of rehabilitation and new construction. Each of these strategies is evaluated from the viewpoint of the type of housing it is best suited to produce, the location of housing that can be produced by the strategy, and the effectiveness of the programs it depends on.

1. Alternative 1: Total Rehabilitation

From the viewpoint of producing the type of housing needed in the Model Cities Area, the rehabilitation of existing units could be an effective tool. The existing housing in the area is diverse in type, and sufficient units of the different size ranges needed could be created through conversions and remodelling. Housing suitable for renting or ownership could be provided by rehabilitation.

A major drawback of rehabilitation as the only approach, however, becomes apparent when one considers the location of the housing, after it has been rehabilitated. Housing units suitable for rehabilitation, that is, units that are neither in very good nor very poor condition, can be found in all parts of the Model Cities Area. On a single block, or in a row of town houses, the condition of the different housing units may range from good to dilapidated, depending in part on the history

-In 60 interviews conducted in the Model Cities Area in 1970 by Justin Gray Associates, there was unanimous agreement that residents of Roxbury want to own homes.

But although many families desire homeownership, only some of them can afford it. Of the families who can afford it, many will desire to buy a house in a more stable area than most of the Model Cities Area can offer. Thus, the demand for homeownership property situated in the Model Cities Area is limited in scale, and limited geographically to a few neighborhoods and streets within the area. A later section of this report discusses neighborhoods in greater detail.

4. Summary Conclusions

-The population of the Model Cities Area has decreased substantially in the last 20 years.

-The Model Cities Area has a large proportion of low income households.

-The Model Cities Area is racially mixed, with a small but increasing Spanish speaking population.

-Residents of the Model Cities Area are predominantly renters.

-Only one-third of all housing units are classified as being in good condition.

-New housing units are located almost exclusively in the Washington Park Area which is outside the Model Cities boundaries.

-The vacancy rate in the Model Cities Area is among the highest in Boston.

-In spite of the numerous vacant units, there is a shortage of decent low rent units of any size, and particularly of large units.

-There is a limited demand for ownership property, provided it is located on stable streets.

of the owner or occupants of that unit. But to select a unit for rehabilitation simply on the basis of its physical condition and give no regard to the condition of the immediate neighborhood is unwise. Newly rehabilitated housing units that are situated in a street with a high incidence of crime, with vacant or abandoned buildings, or a rapid turnover of residents, will take longer to rent, be subject to vandalism, will attract tenants who are unable to care for the property, and will soon deteriorate. The location of rehabilitated buildings has to follow well-established principles of marketability: the buildings must either be situated in an environment where people want to rent or buy, or the development must be of such scope as to create a new environment. In the Model Cities Area, the existing environment of many sections of the area is not one in which people want to live, as evidenced by the abandonment of usable housing units. On the other hand, the creation of a new environment is not possible solely by means of rehabilitation.

Rehabilitation of housing to provide standard units for low and moderate income households depends on the use of federal and state housing programs, since the use of private funds without subsidy for this type of rehabilitation produces housing that far exceeds the rentals or costs that can be afforded even by moderate income households.

The production of decent low rent housing through rehabilitation

of existing units depends on the following conditions:

- The existence of a stock of houses suitable for rehabilitation which are located in relatively stable neighborhoods and have manageable relocation loads.
- The existence of financial incentives for the developers to rehabilitate in the area. These financial incentives have in the past been primarily the proceeds of the "sale of depreciation" in the projects.
- The existence of federal subsidies either through the Boston Housing Authority (BHA) and its leasing program and/or Turnkey program, or directly through the Federal Housing Administration (FHA) through its rent supplement program, which will reduce rents in the units sufficiently to make them available for low income families.

For moderate income families, the situation is as described above with the exception that the subsidy needed from the federal government is only the Section 236 program without rent supplement or leasing. During the year 1971 and on into 1972 and 1973, over a thousand rehabilitated units will come onto the Model Cities market. These units are primarily financed under the FHA 236 program, either directly through FHA or through the Massachusetts Housing Finance Agency (MHFA). Twenty-five to forty percent of these units are provided for low income families through the use of the rent supplement or leasing programs. Almost without exception, the incentive for private developers to enter into these programs has been the proceeds which they can receive from the "sale of depreciation". These proceeds were dramatically increased, and developer interest was therefore dramatically increased, by the 1969 tax law revision

which allowed a 5 year write-off on the cost of improvements.

Looking into the future, we note various positive and negative trends:

- There is a strong possibility that "Project Rehab" will come through the City of Boston and will provide approximately one thousand 236 units per year for rehabilitation. A percentage of these 236 units will go into the Model Cities Area. Project Rehab is presently thought of as planning to provide between 40 to 60 percent rent supplement and leasing funds so that low income as well as moderate income families will be provided for.

- Recent nation-wide articles on the abandonment, default, and in some cases, foreclosure of rehabilitation projects all over the country, has led to a worsening of the market for the "sale of depreciation". If this market does in fact collapse, there will be no financial incentive for developers to rehabilitate housing in areas such as the Model Cities Area.

- If the decay in the Model Cities Area continues, it may be difficult to locate buildings suitable for rehabilitation in relatively stable neighborhoods and also to locate relatively stable 236 income families who wish to live in the Model Cities Area. There are indications that both situations have already developed in isolated areas.

2. Alternative 2: New Construction

New construction is a suitable method for producing the type of housing that is required, since the construction of new housing can be programmed to provide the size of units that are required, and units of different size can be mixed within a single block or development.

From the viewpoint of location within the Model Cities Area, new construction has to be placed on existing open sites, or land has to be cleared to provide sites. New housing, located in unsuitable sections

of the Model Cities Area, will suffer the same fate as newly rehabilitated units described above. If it is housing for sale, it will be difficult to find prospective owners; if it is for rent, it will be slow to rent, exposing the units to the perils of vandalism, and if tenants are found, they may not have the means to care for the housing. A large development of new housing may be able to create its own environment; a small development becomes part of the environment of its particular neighborhood. Thus, the choice of a stable neighborhood is important for the future of the housing.

For the construction of low income housing, only two sources of governmental support are available. The Boston Housing Authority is building Turnkey public housing for families in the Model Cities Area through the Infill Program, and it continues to build housing for the elderly, which forms one segment of low income households. A second source of low income units is in housing financed by the MHFA which requires in all its projects that at least 25 percent of the units in a development it finances be set aside for low income families. The MHFA's programs are not sufficiently advanced at present to be able to gauge their effectiveness. At the moderate income level, virtually, the only federal program working at present is Section 236 financing, which is suitable for new construction housing, both for cooperatives and rental. Section 235, which is suitable for cooperatives and ownership, has mortgage limits which are inapplicable to the Model Cities Area due to the high cost of construction in the Inner City.

Summary

A total reliance on new construction as a housing strategy may result in the housing being located in an undesirable area, if housing is built on available land. Generally, any attempt to create sites in a stable area will result in clearance and relocation. The use of new construction as a housing strategy has a limited ability to provide low income housing.

3. Alternative 3: A Combination of Rehabilitation and New Construction

As a housing strategy for the Model Cities Area, we recommend an approach which uses both rehabilitation and new construction to their best advantage. We recommend the following housing policies:

- Both new construction and rehabilitation should be undertaken in stable neighborhoods of the Model Cities Area, if these developments are small-scale in nature. See Fig. 3.
- If housing for low income families or individuals is provided, the available means are new construction or rehabilitation using rent supplements or leasing.
- Investments in sections of extensive abandonment should be carefully weighed.
- Abandoned housing located in stable areas and considered hazardous should be demolished.
- Abandoned housing in areas of extensive abandonment should be demolished.
- Abandoned housing in other areas should be boarded-up, pending an investigation as to whether it can be salvaged.
- Encouragement of new construction or rehabilitation to produce housing for homeownership should be cautious. Such housing should be located in stable areas where ownership is already high. See Fig. 3.

- City services, such as police protection, fire protection, sanitation, and public works, must be improved in all areas but especially those in which rehabilitation is to take place.

C. IMPLEMENTATION OF HOUSING PROGRAMS

This section of the report contains a chart summarizing the major federal and state housing programs which have possible application in the Model Cities Area. Also included are tables giving cost or mortgage limits and income limits. Since programs and limits are changed from time-to-time, the charts must be kept up-to-date to provide current information.

Several general comments may be made about the housing programs:

- None of the mortgage or cost limits are very generous in the Boston market.
- Rent supplement and public housing programs are virtually the only programs with sufficient subsidy to provide housing for low income families.
- HUD has been attempting to effect several changes in emphasis. Within the public housing programs, there can be expected a shift to more leasing, particularly of existing standard housing (see fiscal 1973 budget). Under a 1970 amendment, 30 percent of all future public housing funds are to be for Section 23 leasing.
- HUD is expected to increase its experimentation with housing allowances.
- Official HUD policy has been to promote more possibilities for homeownership for low and moderate income families, although there has been insufficient funding for this to date.
- One new regulation which will have a decided impact on the production of housing in the Model Cities Area is the Project Selection Criteria, which in many cases will either block proposed projects, or will result in them having a low FHA funding priority. Exempt from the Project Selection Criteria are: rehabilitation projects; Section 235 used in existing housing; public housing acquisition or leasing of existing buildings of fewer than 25 units not requiring rehabilitation; and new construction of fewer than 5 units.

-Major legislative changes now before Congress include: an anticipation that income limits will probably be raised, and the 20 percent gap between public and "FHA" housing eliminated; mortgage limits will be administratively set, based on prototypes similar to the method now used in public housing; authorization for programs to retard abandonments is anticipated; the Senate bill as passed would eliminate all mortgage programs for two, three, and four unit buildings unless set-up as condominiums or cooperatives.

-In the past year, there have been numerous reforms in state housing legislation, which with adequate funding might make the state housing programs more viable. Unfortunately, the prospect of such funding this year is very slim. State programs have the advantage of no cost limits. The "scattered site" family housing program is just being put into use now, and has substantial unused, authorized funds available. The use of these available funds, however, is subject to the complexities of development and the costs of construction inherent in building on scattered sites.

FEDERAL AND STATE HOUSING PROGRAMS

PROGRAM	STATUTORY AUTHORITY	ELIGIBLE USER OF PROGRAM	INCOME LIMITS OF ELIGIBLE OCCUPANTS	TYPE OF HOUSING	PROGRAM DESCRIPTION	MORTGAGE OR COST LIMITS	COMMENTS
1) Federal Programs (a) FHA Rental Interest Reduction Payments for Rental and Cooperative Housing	236 National Housing Act 12 USC 1715Z-1	Owner of housing: 100% mortgage to non-profit, cooperative: 90% mortgage to limited dividend builder-seller or investor-sponsor.	135% of public housing limits or 90% of 221(d)(3) limits. Tenant pays 25% of income which must be at least basic rent.	New or rehabilitated; 5 or more units.	HUD pays mortgagee difference between fair market rent (computed on full interest) and basic rental charge (computed on 1% interest). Owner repays HUD excess collected above basic rent. Mortgage insurance.	Tight but possible in MCA.	Funds being cut: many projects in financial difficulty; basic HUD program for moderate income families: up to 40% rent supplement available.
Rent Supplement	101 HUD Act of 1965 12 USC 1701S	Owner of housing; non-profit, cooperative, or limited dividend.	Public housing limits. Tenant pays 25% of income.	New or rehabilitated.	HUD pays Owner difference between 25% of tenant's income and market rent. Payment to Owner cannot be more than 70% of rent or less than 10%.	Depends on mortgage program used.	Funds very limited: this is the only low income rental program; up to 40% of units in 236 project and up to 100% in market rate development can have rent supplements.
Cooperative Housing Insurance	213 National Housing Act 12 USC 1715e	Cooperative; 97% mortgage to non-profit; 90% mortgage to builder if he sells to non-profit.	Eligible occupants are members of cooperative.	New or rehabilitated.	Mortgage insurance with some supplemental loans available.	Fairly high.	Not used much in New England although popular in New York: middle income.

PROGRAM	STATUTORY AUTHORITY	ELIGIBLE USER OF PROGRAM	INCOME LIMITS OF ELIGIBLE OCCUPANTS	TYPE OF HOUSING	PROGRAM DESCRIPTION	MORTGAGE OR COST LIMITS	COMMENTS
Mortgage Insurance for Moderate Income Housing	221(d)(3) National Housing Act 12 USC 1715 (d)(3)						No longer a program.
(b) Public Housing Rental							
Conventional Family and Elderly	Housing Act of 1937 42 USC 1401 et seq.	Local Housing Authority (LHA), i.e., Boston Housing Authority in Boston.	Public housing limits. Tenant pays 25% of income. There must be 20% gap between upper public housing rents and lowest private rents.	New or rehabilitated.	LHA lets contracts for construction, and floats bonds to finance it; HUD provides annual contribution (ACC) to repay bonds.	Prototype.	Under Brooke Amendment, HUD now provides additional funds for operating; extensive red tape; time consuming processing.
Turnkey I	2 (5) - (8) Housing Act of 1937 42 USC 1402 (5) - (8)	Builder-seller.	Public housing limits. Tenant pays 25% of income. There must be 20% gap between upper public housing rents and lowest private rents.	New or rehabilitated.	Builder constructs project under supervision of LHA, sells to LHA on completion ("turns key" over): financing same as conventional; price negotiated on basis of estimates.	Prototype.	No more "handshake Turnkey" which was used to cut processing time; red tape.
Acquisition	Housing Act of 1937	Local Housing Authority (LHA).	Public housing limits. Tenant pays 25% of income. There must be 20% gap between upper public housing rents and lowest private rents.	Usually existing units needing rehabilitation.	LHA purchases existing housing; price based on appraisals.		Almost no money.

PROGRAM	STATUTORY AUTHORITY	ELIGIBLE USER OF PROGRAM	INCOME LIMITS OF ELIGIBLE OCCUPANTS	TYPE OF HOUSING	PROGRAM DESCRIPTION	MORTGAGE OR COST LIMITS	COMMENTS
Leasing:							
-General		Owner of housing.	Public Housing limits. Tenant pays 25% of income. No gap required.	New or rehabilitated; statutory limit of 10% of units in one building is usually waived;BHA regulation sets limit of 30% of units in building.	LHA uses annual contributions (ACC) from HUD to pay Owner the difference between market rent and tenant contribution of 25% of income.		Leasing in Boston in the past is limited by administrative difficulties.
-Short Term	23 Housing Act of 1937 42 USC 1421 (b)				Terms up to 5 years, renewable to 20 years.		Big increase expected.
-Long Term	10c Housing Act of 1937 42 USC 1410				40 year term; project pays taxes on 10% of "shelter rent" (tenant contribution).		Out of favor with HUD.

PROGRAM	STATUTORY AUTHORITY	ELIGIBLE USER OF PROGRAM	INCOME LIMITS OF ELIGIBLE OCCUPANTS	TYPE OF HOUSING	PROGRAM DESCRIPTION	MORTGAGE OR COST LIMITS	COMMENTS
(c) Programs for Homeowners							
Turnkey III	Created administratively from Housing Act of 1937	Local Housing Authority with sale to low income buyer.	Public housing limits.	Any unit owned by LHA.	LHA sells units to occupants through equity build-up over time; occupant can provide "sweat equity" in maintenance.		Has not been used much nationwide;HUD reluctant in northern climates because of high maintenance and heating costs; time for legal ownership to pass is very long.
Rehabilitation for Resale	221(h) National Housing Act 12 USC 1715 (h)	Non-profit sponsor or public agency for resale to Owner-occupant.	Public housing limits.	Rehabilitation project 4 or more units; units must be appropriate for individual ownership or two family with one unit to be owner-occupied.	Sponsor purchases rehabilitated units and sells to low income family who pays 1-3% interest, depending on income: $200. down payment: mortgage insurance.	Low	
Rehabilitation for Resale	235 (j) National Housing Act 12 USC 1715Z (j)	Non-profit sponsor or public agency for resale to Owner-occupant.	135% of public housing limits or 90% of 221(d) (3) limits.	Rehabilitation project 4 or more units;one or two family (can include some standard units).	HUD pays mortgagee difference between market interest and variable interest down to 1%, depending on Owner's income: mortgage insurance.	Low	Funds are limited, and are allocated out of 235 general funds.

PROGRAM	STATUTORY AUTHORITY	ELIGIBLE USER OF PROGRAM	INCOME LIMITS OF ELIGIBLE OCCUPANTS	TYPE OF HOUSING	PROGRAM DESCRIPTION	MORTGAGE OR COST LIMITS	COMMENTS
Grants for Rehabilitation to Homeowner	115 Housing Act of 1949 42 USC 1466	Owner-occupant.	Income under $3,000. per year for full grant.	Rehabilitation; 1 to 4 units.	Grant from HUD of up to $3,500 if income is under $3,000.; part grant, part loan under Section 312 (see below) so Owner does not pay over 25% of income for housing.		Funds not being released at present; rehabilitation to bring housing up to urban renewal, code enforcement, or FAIR plan standards.
Loans for Rehabilitation to Homeowner	312 Housing Act of 1964 42 USC 1452 b	Owner (or long term tenant) of residential or business property: Owner-occupant of residence in area certified for future development.	Priority for families within 221(d)(3) income limits for residential units.	Rehabilitation.	Loan from HUD at 3%.	$17,500. per unit.	Funds not being released at present: rehabilitation to bring housing up to urban renewal, code enforcement, or FAIR plan standards.
Mortgage Insurance for Moderate Income and Displaced Families	221(d)(2) National Housing Act 12 USC 1715l (d)(2)	Owner-occupant, 97% mortgage: mortgagor pending sale to Owner-occupant, 85% mortgage.		New or rehabilitated: 1 to 4 units.	Mortgage insurance.	Same as 221(h)-Low.	In effect, middle income; no subsidy.
Mortgage Insurance for Condominiums	234 National Housing Act 12 USC 1715y	Condominiums.		New or rehabilitated.	Mortgage insurance.	$33,000. per unit pursuant to percentage formula.	Has not been used yet in Massachusetts; middle income: no subsidy.

PROGRAM	STATUTORY AUTHORITY	ELIGIBLE USER OF PROGRAM	INCOME LIMITS OF ELIGIBLE OCCUPANTS	TYPE OF HOUSING	PROGRAM DESCRIPTION	MORTGAGE OR COST LIMITS	COMMENTS
Homeowner Assistance Payments	235 National Housing Act 12 USC 1715z	Owner-occupant.	135% of public housing limits or 90% of 221 (d) (3) limits.	New or rehabilitated; single or two family, or one unit in multi-family	HUD subsidizes interest rate down to 1%, depending on owner's income; pays directly to mortgagee; mortgage insurance.	Very restrictive	Funding stable; mortgage limits make it impossible in Boston.
Insurance for Credit Risks	237 National Housing Act 12 USC 1715z-2	Owner-occupant under another FHA insurance program.	Preference for 235 families.	Single family.	Special insurance fund for high risk homeowners under Sections 203, 220, 221, 234, 235; counselling.	Depends on mortgage; upper limit $21,000.	No funds now, although expected at least for counselling, which is now on a volunteer basis; controversial program
I) State Programs Massachusetts Housing Finance Agency (MHFA)	Ch. 708 Acts 1966	Owner of multi-family housing.	25% of tenants must be "low income"; administratively set at public housing limits.	New or rehabilitated; (single family homeownership program not yet in operation).	MHFA provides mortgage money financed by sale of tax-exempt bonds.		Used extensively; relatively fast; can be used in combination with other programs such as FHA, 236, rent supplement, state or federal leasing.

PROGRAM	STATUTORY AUTHORITY	ELIGIBLE USER OF PROGRAM	INCOME LIMITS OF ELIGIBLE OCCUPANTS	TYPE OF HOUSING	PROGRAM DESCRIPTION	MORTGAGE OR COST LIMITS	COMMENTS
Scattered Site Family	Ch. 705 Acts 1966	Local Public Agency (LPA)	Low income; 25% of income for housing.	New-maximum 100 units rehabilitation-units limited per building.	State pays annual contribution to LPA for repayment of bonds up to 6% interest.		Not used at all until 1971; there are uncommitted funds available; new project must be more than 1/8 mile from other public housing projects.
Low Rent for Veterans	Ch. 200 Acts 1948	Local Public Agency (LPA)	Low income; 25% of income for housing.	New.	State pays LPA's annual contribution to repay bonds up to 6% interest.		Priorities: veterans and families, elderly, disabled, low income families in substandard dwellings; no longer used.
Low Rent for Elderly	Ch. 667 Acts 1954	Local Public Agency (LPA)	Low income; age 65 or over; 25% of income for housing.	New or rehabilitated.	State pays LPA's annual contribution to repay bonds up to 6% interest.		Bond authority increased substantially in 1971, but most funds already committed.
Rental Assistance	Ch. 707 Acts 1966	Owner of housing.	Low income; 25% of income for housing.	Privately owned units; limit on number in one block and one building.	1 to 5 year lease pays Owner difference between market rent and tenant's contribution of 25% of income. State provides LPA funds to pay Owner.		No longer limit on annual appropriations; most of appropriations already committed.

TABLE 2

PROTOTYPE PER UNIT COST LIMITS FOR DWELLING CONSTRUCTION & EQUIPMENT

BOSTON, MASSACHUSETTS

NUMBER OF BEDROOMS						
0	1	2	3	4	5	6
Detached & Semi-Detached						
12,350	14,700	16,300	19,500	23,450	26,050	27,300
Row Dwellings						
11,750	14,000	15,550	18,550	22,350	24,850	25,950
Walk-Up						
11,650	14,350	16,300	19,400	22,400	24,650	25,850
Elevator-Structure						
14,350	16,700	21,150				

[as of 5/17/72]

NOTE: The Area Director may approve costs up to 105% of the above prototype costs. The Regional Administrator may approve costs up to 110% of the above.

PROTOTYPE PER UNIT COST SCHEDULE

REGION I

Boston, Mass.	0 BR	1 BR	2 BR	3 BR	4 BR	5 BR	6 BR
Det. & Semi-Det.	12,350	14,700	16,300	19,500	23,450	26,050	27,300
Row Dwellings	11,750	14,000	15,550	18,550	22,350	24,850	25,950
Walk-Up	11,650	14,350	16,300	19,400	22,400	24,650	25,850
Elevator-Structure	14,350	16,700	21,150				

Cape Cod, Mass.	0 BR	1 BR	2 BR	3 BR	4 BR	5 BR	6 BR
Det. & Semi-Det.	11,800	14,050	15,550	18,600	22,400	24,850	26,050
Row Dwellings	11,200	13,350	14,850	17,700	21,350	23,750	24,800
Walk-Up	11,100	13,700	15,550	18,500	21,400	23,550	24,650
Elevator-Structure	13,700	15,900	20,150				

Pittsfield, Mass.	0 BR	1 BR	2 BR	3 BR	4 BR	5 BR	6 BR
Det. & Semi-Det.	11,700	13,900	15,450	18,450	22,200	24,650	25,850
Row Dwellings	11,100	13,200	14,700	17,500	21,100	23,450	24,500
Walk-Up	11,050	13,600	15,450	18,350	21,200	23,350	24,450
Elevator-Structure	13,550	15,750	19,950				

Springfield, Mass.	0 BR	1 BR	2 BR	3 BR	4 BR	5 BR	6 BR
Det. & Semi-Det.	12,000	14,300	15,850	19,000	22,850	25,350	26,550
Row Dwellings	11,400	13,600	15,100	18,050	21,700	24,150	25,200
Walk-Up	11,350	13,950	15,850	18,900	21,800	24,000	25,150
Elevator-Structure	13,950	16,250	20,550				

Worcester, Mass.	0 BR	1 BR	2 BR	3 BR	4 BR	5 BR	6 BR
Det. & Semi-Det.	11,900	14,150	15,700	18,750	22,600	25,100	26,300
Row Dwellings	11,300	13,500	15,000	17,850	21,550	23,950	25,000
Walk-Up	11,200	13,800	15,700	18,650	21,550	23,750	24,900
Elevator-Structure	13,800	16,100	20,350				

PROTOTYPE PER UNIT COST SCHEDULE

REGION I

Fall River, Mass.	0 BR	1 BR	2 BR	3 BR	4 BR	5 BR	6 BR
Det. & Semi-Det.	11,850	14,100	15,650	18,700	22,500	25,000	26,200
Row Dwellings	11,300	13,450	14,950	17,800	21,450	23,900	24,950
Walk-Up	11,200	13,750	15,650	18,600	21,500	23,650	24,800
Elevator-Structure	14,000	16,300	20,600				

Lowell, Mass.	0 BR	1 BR	2 BR	3 BR	4 BR	5 BR	6 BR
Det. & Semi-Det.	12,100	14,450	16,000	19,150	23,000	25,550	26,800
Row Dwellings	11,550	13,750	15,300	18,250	21,950	24,450	25,500
Walk-Up	11,450	14,100	16,000	19,050	22,000	24,200	25,350
Elevator-Structure	14,050	16,350	20,700				

Salem, Mass.	0 BR	1 BR	2 BR	3 BR	4 BR	5 BR	6 BR
Det. & Semi-Det.	11,750	14,000	15,500	18,550	22,350	24,800	26,000
Row Dwellings	11,200	13,350	14,800	17,650	21,300	23,650	24,700
Walk-Up	11,100	13,700	15,550	18,500	21,400	23,550	24,650
Elevator-Structure	13,800	16,100	20,350				

	0 BR	1 BR	2 BR	3 BR	4 BR	5 BR	6 BR
Det. & Semi-Det.							
Row Dwellings							
Walk-Up							
Elevator-Structure							

	0 BR	1 BR	2 BR	3 BR	4 BR	5 BR	6 BR
Det. & Semi-Det.							
Row Dwellings							
Walk-Up							
Elevator-Structure							

TABLE 3

MAXIMUM MORTGAGE AMOUNTS PER UNIT

BOSTON, MASSACHUSETTS

HOUSING PROGRAM	NO. OF BEDROOMS	WALK-UP	ELEVATOR
Cooperative Section 213	0	$14,355.	$16,748.
	1	19,938.	23,925.
	2	23,925.	28,710.
	3	29,508.	35,888.
	4+	33,495.	40,673.
Rental Section 236	0	$13,340.	$15,841.
	1	18,759.	22,511.
	2	22,511.	26,680.
	3	28,348.	33,350.
	4+	32,099.	37,935.

TABLE 4

MAXIMUM MORTGAGE AMOUNTS

BOSTON, MASSACHUSETTS

SIZE OF HOUSE	HOUSING PROGRAMS	
	SECTIONS 221(h)/235(j)/221(d)(2)	235
Single Family	$21,000.	$21,000.
Single Family With 5+ Persons	24,000.	24,000.
Two Family	30,000.	------
Three Family	38,400.	------
Four Family	45,600.	------

TABLE 5

INCOME LIMITS

BOSTON, MASSACHUSETTS

NUMBER OF PERSONS	PUBLIC HOUSING - INITIAL OCCUPANCY*	135% OF PUBLIC HOUSING - REG 236	EXCEPTION LIMITS 90% OF (d)(3)
1	$5000.	$6750.	$ 6250.
2	5400.	7290.	7550.
3	5700.	7695.	8900.
4	6000.	8100.	8900.
5	6300.	8505.	10250.
6	6600.	8910.	10250.
7	6900.	9315.	11550.
8	7100.	9585.	11550.
9	7300.	9855.	11550.
10	7400.	9990.	11550.

*NOTE: Income limits for state-aided public housing projects are $4750. for a one, two or three person family, plus $200. for each additional child.

D. RECOMMENDATIONS FOR SPECIFIC SITES

The proposals in this section of the report are demonstrations of the ways in which specific sites in the Model Cities Area can be used for housing. These proposals are not plans which have been accepted by any agency or organization. The specific sites were selected because they offer a potential for housing development. The sites are either vacant, contain vacant buildings or buildings in poor condition, or they contain land uses on them which are incompatible with the immediate neighborhood.

These recommendations serve two purposes. They provide a tangible idea of how sections of the Model Cities Area can be changed, and provide specific proposals which could be acted upon in the event that funds become available.

As an introduction to current residential development, this section presents a review of population density in the Model Cities Area (see Fig. 1); a review of housing conditions (see Fig. 2); and a summary of proposed area-wide treatment for the MCA (see Fig. 3). Specific site treatments are contained in Figures 4 through 16.

Population Density

The opposite map shows, in generalized areas, the relative residential densities of the Model Cities Area. The purpose of the map is to determine existing patterns of density which can be used in the formation of new density recommendations.

Generally, it appears that higher density residential uses are mixed with commercial, industrial and community uses along activity corridors which are the major streets through the area. The residential areas between these major streets appear to be in the medium density range. The few areas of low density housing could generally be described as areas with a large concentration of single family homes. Other low density areas which are not shown occur where many existing residential buildings have been demolished.

DENSITY RANGES AND DWELLING TYPES

DWELLING UNITS PER NET ACRE	TYPICAL DWELLING TYPES
UNDER 10	SINGLE-FAMILY DETACHED HOUSE; DOUBLES AND TWIN HOUSES
10 - 19	DOUBLES; SINGLE-FAMILY ROW HOUSES; MULTI-FAMILY LOW-DENSITY; GARDEN APARTMENTS; TOWNHOUSES; CONVERSIONS
20-34	SINGLE-FAMILY ROW HOUSES; MULTI-FAMILY MEDIUM DENSITY; MULTI-STORY APARTMENTS; CONVERSIONS
35 AND ABOVE	MULTI-FAMILY HIGH DENSITY; MEDIUM TO HIGH RISE APARTMENTS

LEGEND

░	low (0-10)
▒	medium (10-19)
▓	high (20-34)
█	very high (35 +)
☐	non-residential
━	model cities area and subareas
2	subarea number

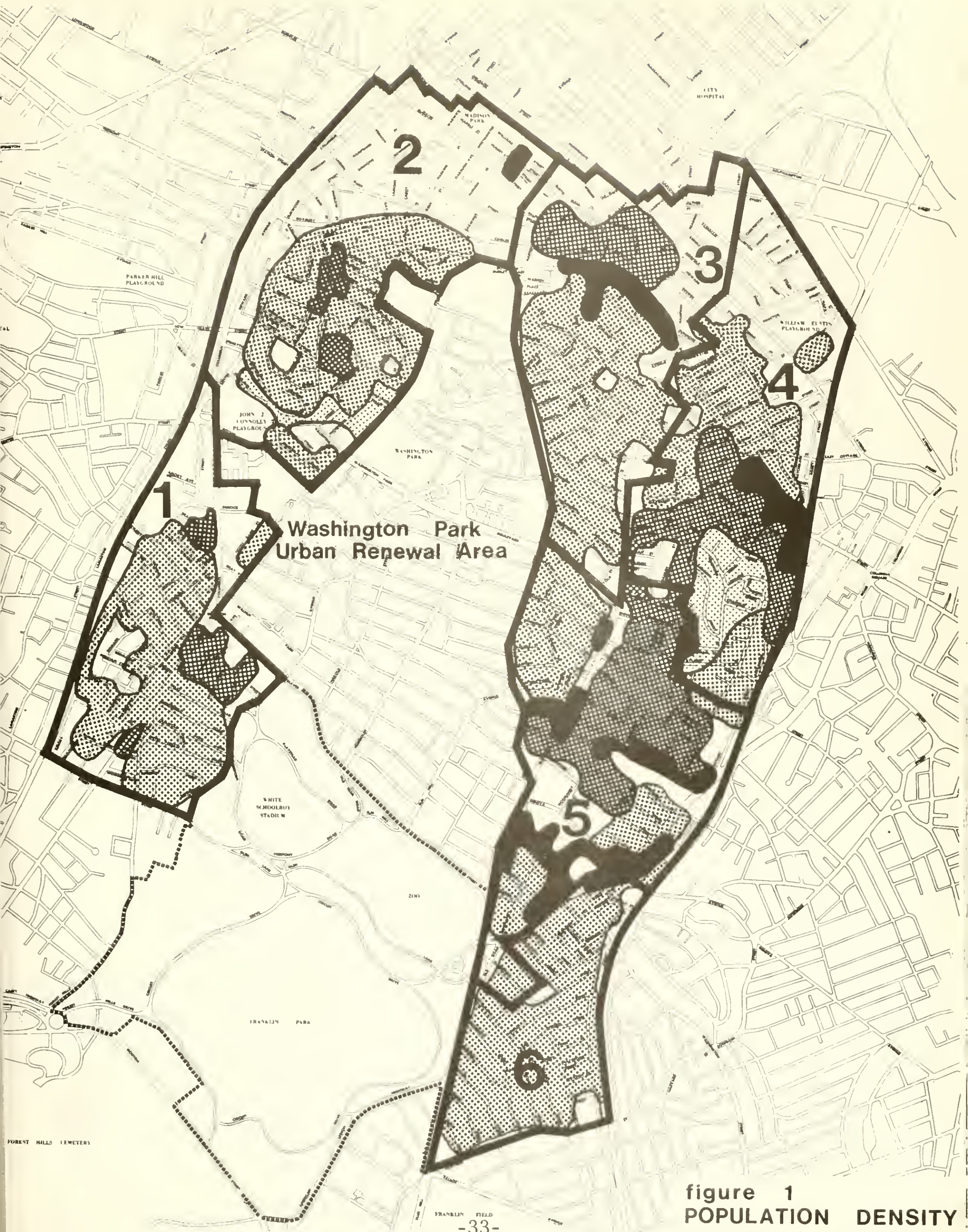


figure 1
POPULATION DENSITY

Housing Condition

The Housing Condition map on the opposite page serves to designate areas of need and the degree of treatment necessary. This map is a "sketch" of the general housing condition in residential areas of Model Cities. Although conditions can change rapidly at times, this map can serve as a starting point for outlining proposed treatment areas and development sites. Areas shown to be in good condition generally can be reserved for conservation or code enforcement. Areas in fair condition can be saved if rehabilitated in time. Residential areas in bad condition are mainly composed of housing which would be expensive or impossible to rehabilitate with a great deal of vacant land located around them. In such areas completely new developments are necessary. These developments may or may not be housing. For example, alternate uses for these sites are sometimes schools, parks, industry, or other uses.

LEGEND

structures

░ good condition
▒ need minor repairs
▓ need major repairs

▭ non-residential
━ model cities area and subareas
5 subarea number

0 1/4 1/2
SCALE MILES

N

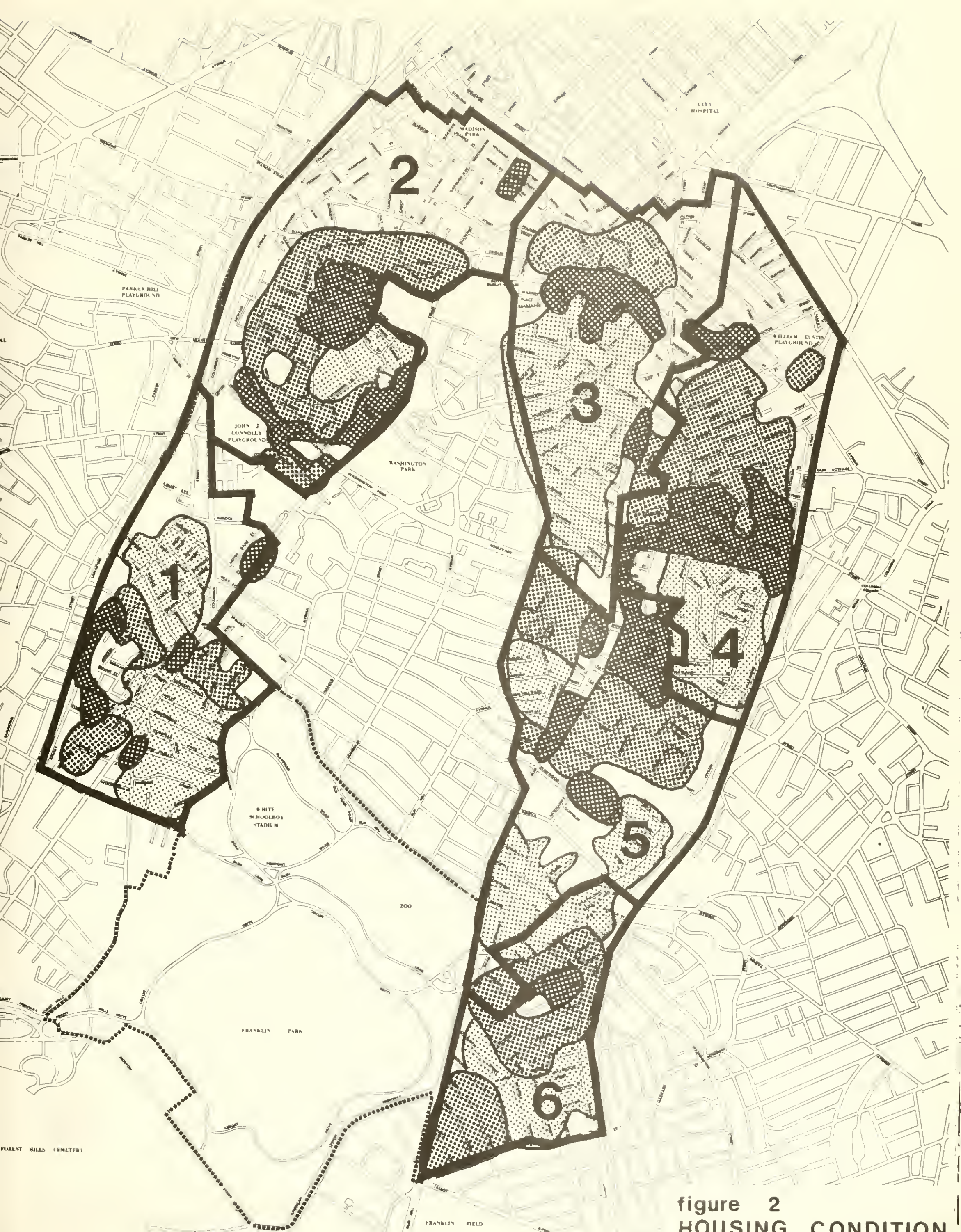


figure 2
HOUSING CONDITION

Proposed Treatment

The proposed treatment plan indicates areas that are currently being treated by an urban renewal or code enforcement program (outlined), as well as recommendations for treatment. Basically these recommendations fall into three categories:

(1) Conservation* areas where housing units are in predominantly "good" condition. This treatment would entail the removal of nonconforming zoning uses, preserving the existing densities, minor repairing of property, and a general neighborhood cleanup.

OR

Rehabilitation areas are those with large numbers of housing in "fair" condition, --that is to say buildings which have started to deteriorate but are structurally sound and economically feasible to restore into clean, safe and modern units.

(2) Redevelopment areas are those areas in such bad condition the only satisfactory solution is to concentrate on new development of the area either for residential or other uses. The "Development Sites" map to follow indicates these particular sites.

*Conservation areas are considered "stable" for small developments of either rehabilitation or new construction.

LEGEND

▭	existing treatment area
┆┆┆┆┆┆┆┆	proposed extension of existing treatment area
▩	proposed redevelopment area
▨	proposed rehabilitation or conservation area

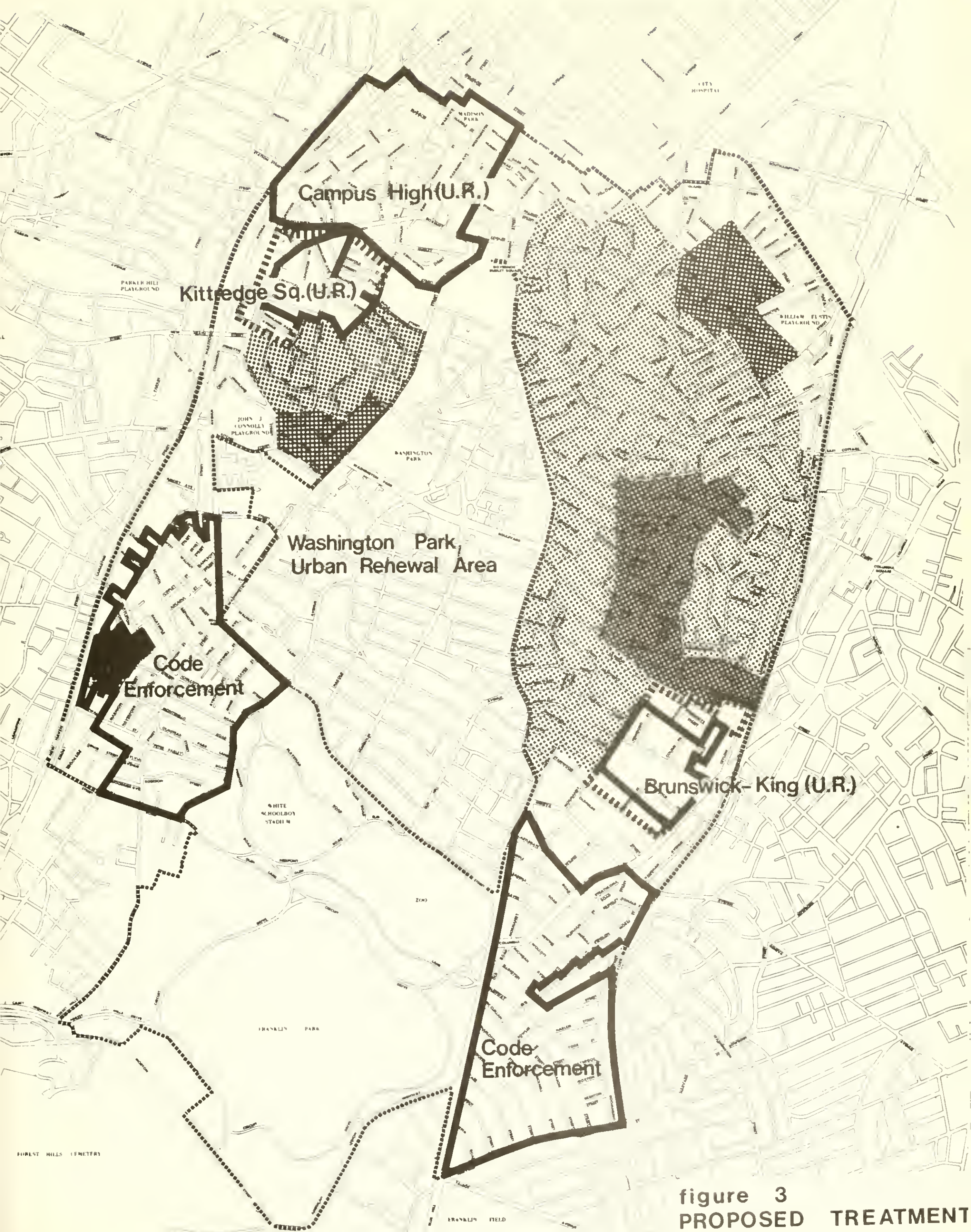


figure 3
PROPOSED TREATMENT

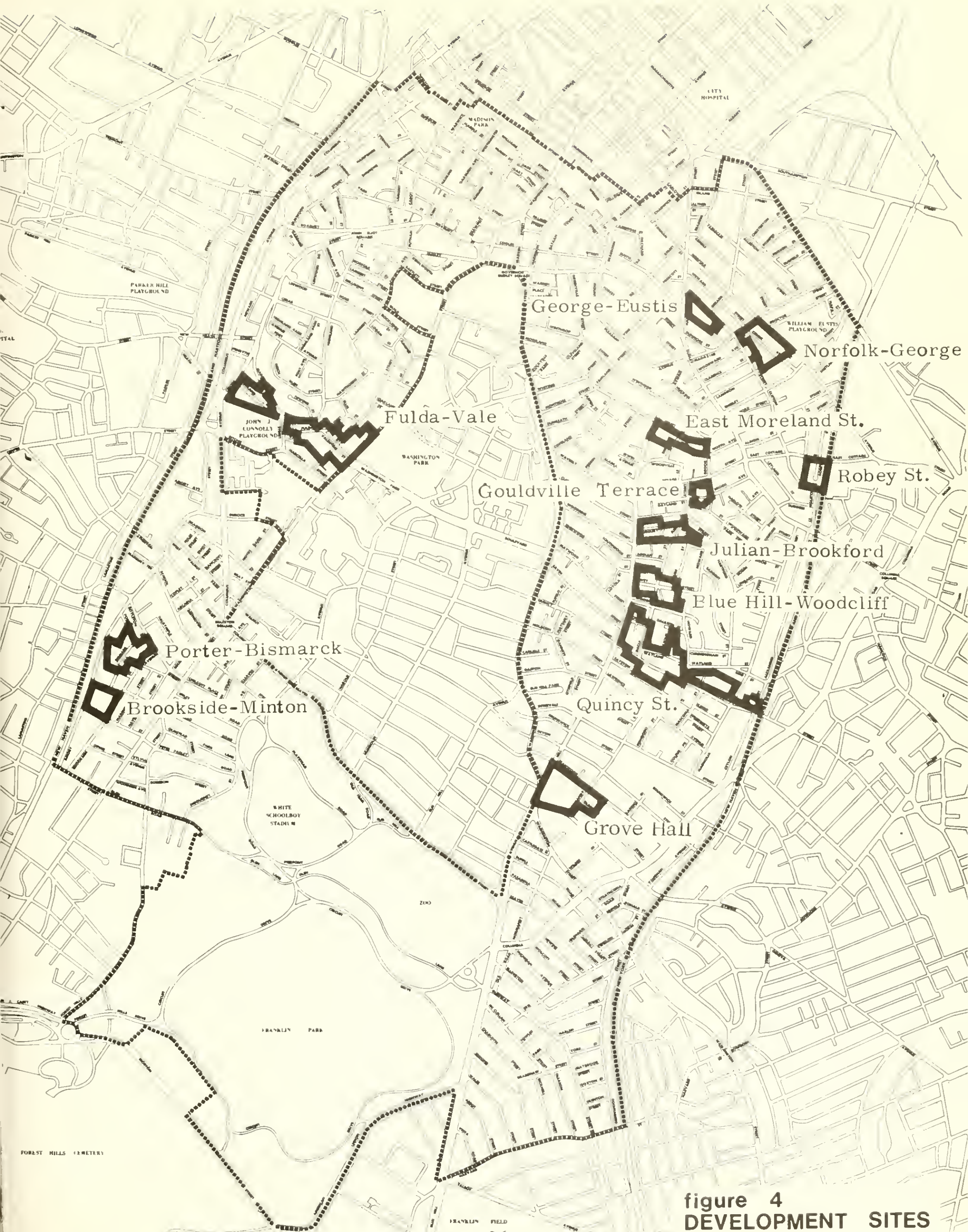


figure 4
DEVELOPMENT SITES

Fulda-Vale

Clearance for the western section of the crosstown boulevard provides an opportunity for a large project which links Washington Street to Connolly Playground and is composed of various housing types and a neighborhood center, containing commercial and community uses. The housing forms protected courtyards and pedestrian thoroughfares for play and foot travel away from the busy streets. Hale and Academy Hill Schools are nearby.

The concept behind the 2-phase plan is to provide a scheme which will allow for unpredictable future developments. Phase I provides a site plan using the existing street pattern. An open strip remains to accommodate a modified crosstown boulevard. Phase II shows how this will work. If the crosstown boulevard is not built, the community will benefit from the generous open space.

Phase I:

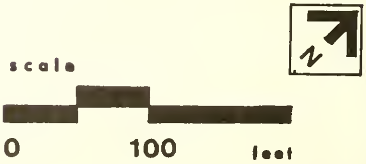
Housing Types -	Highrise Duplex and Flats Townhouses
Number of Units -	200
Area -	6. 5 Acres
Density -	30 Units/Acre

Phase II:

Housing Type -	Highrise (small units)
Number of Units -	80 - 120
Area -	1. 3 Acres
Density -	High
Relocation -	Future

LEGEND

░	**residential : good**
▒	**condition fair**
▓	**poor**
▥	**institutional**
▧	**open space**
●	**commercial**
▩	**industrial**
☐	**vacant land**
3	**families / dwelling**
v	**vacant building**



PHASE 1

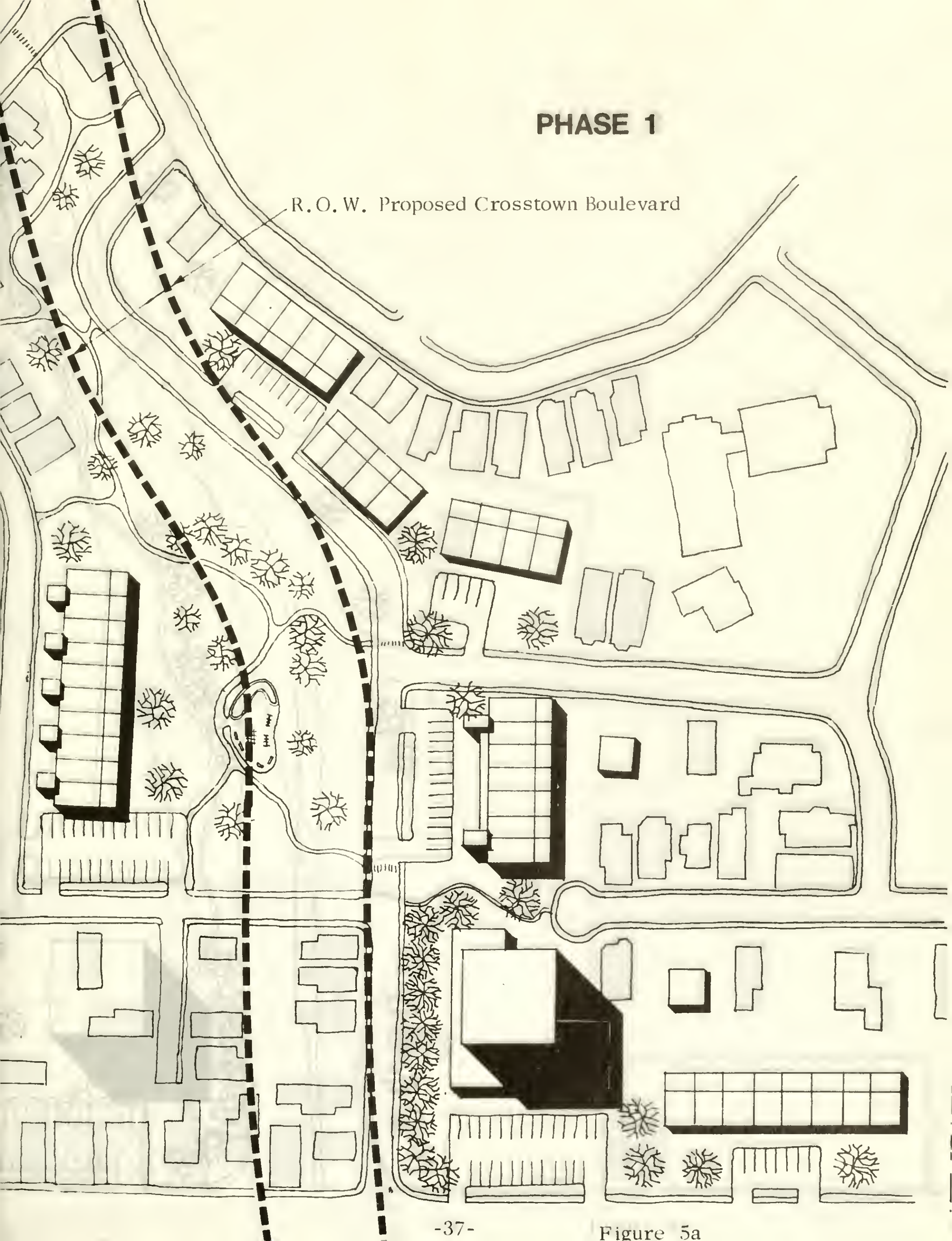
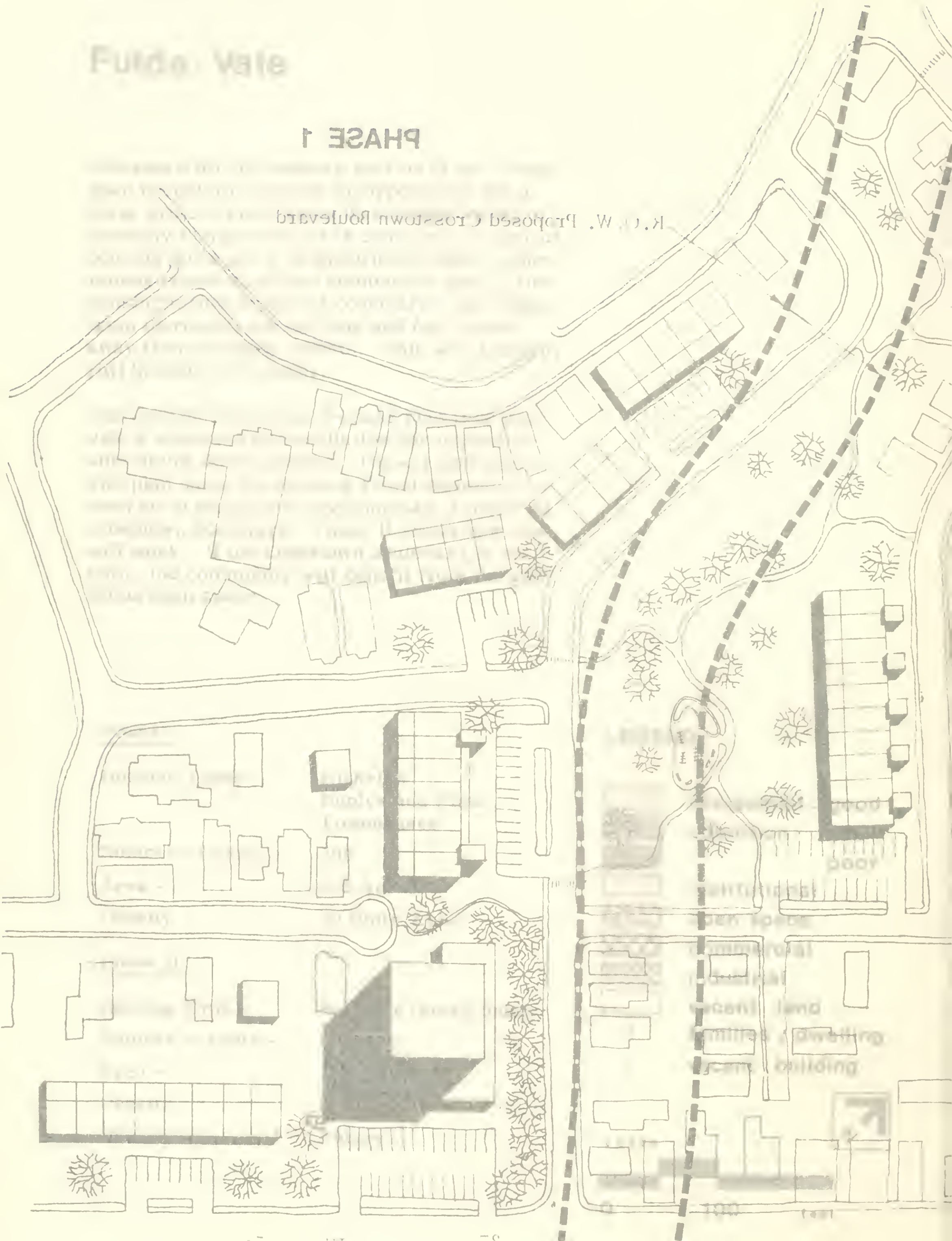
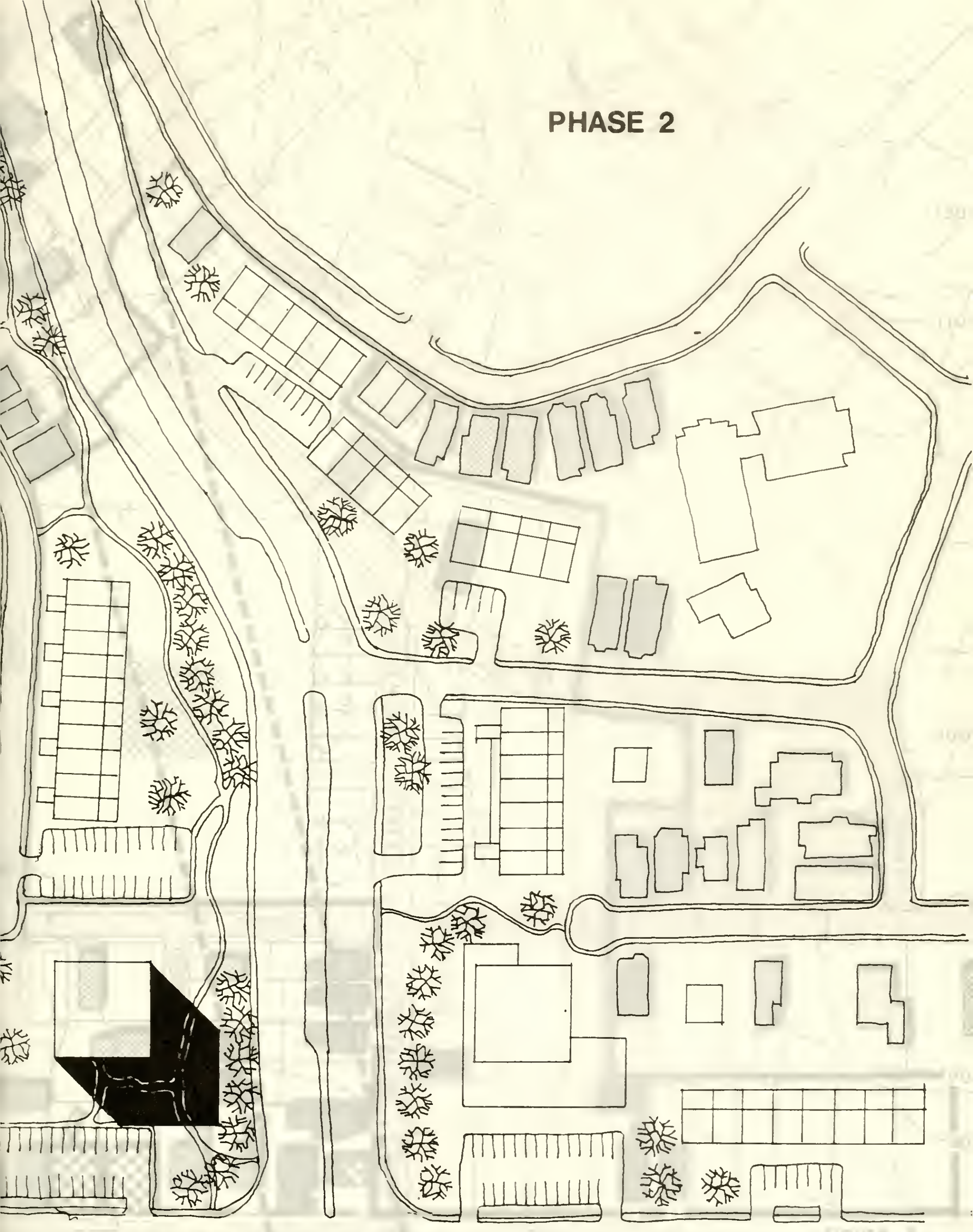


Figure 5a





PHASE 2

Figure 5b

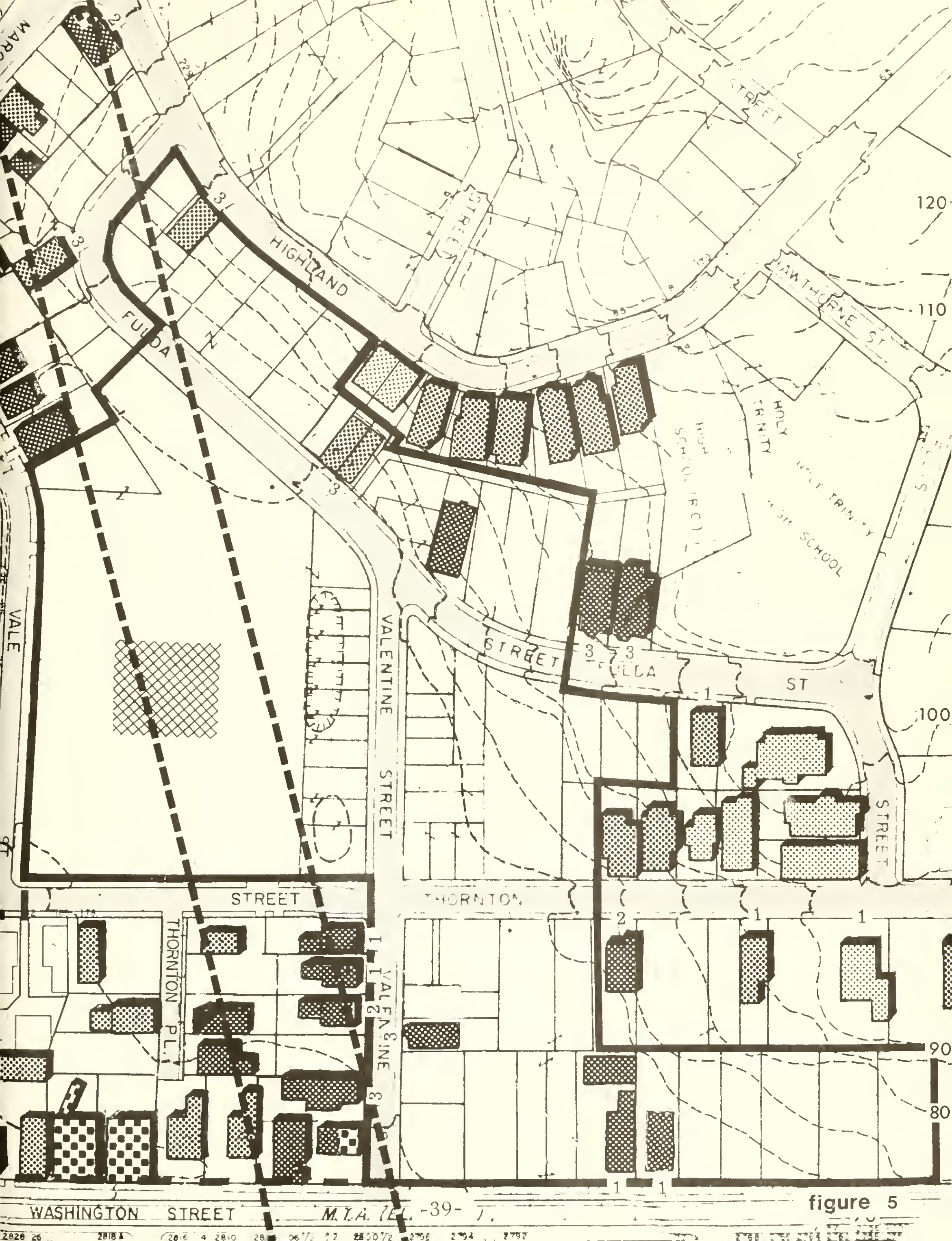

MARG
HIGHLAND
STREET
HAWTHORNE ST
FULDA
STREET
HOLY TRINITY
HIGH SCHOOL (R.C.)
HOLY TRINITY HIGH SCHOOL
VALE
VALENTINE STREET
STREET FULDA ST
STREET
THORNTON
STREET
THORNTON PL.
VALENTINE
WASHINGTON STREET
M.T.A.
120
110
100
90
80
3
3
3
3
3
1
1
1
2
1
1
1
2
3
1
1

figure 5

Blue Hill – Woodcliff

This site, directly South of the proposed new Winthrop School site, is one of the largest and most promising development sites within the Model Cities Area. It is mostly vacant land with some scattered houses in poor condition. The site also extends to Blue Hill Avenue where relocation is greatest but this portion is vital for improving Blue Hill Avenue itself.

In order that relocation loads will not be too great, HII suggests that this site be divided into two development stages. The topography of the site is gently sloping down toward the middle along Dacia Street with the rise sharper on the eastern side. However, good design could maximize the advantages of varied terrain.

The HII recommendation for development of this site includes three story apartment units and town houses designed to accommodate medium and large families. This would tend to concentrate the larger families nearest the school and playground facilities. This development would coincide with proposed area-wide recommendations which plan high densities along major streets such as Blue Hill Avenue. Even though the density would be high, a great deal of useable open space can be conserved. Off-street parking within the development can eliminate parking at this point on Blue Hill Avenue and help relieve congestion.

Because of the acute difficulties associated with acquiring many parcels of land under separate ownership as the case here, only a powerful development vehicle such as urban renewal or a 121A corporation could make this project a reality. Land assembly and site improvement will be costs which, perhaps, must be assumed by an organization other than the developer to make this development realistic. A high priority is given to the project by HII even though there are many difficulties and restraints associated with the project, because there are many strong points which make it highly desirable.

Blue Hill –Woodcliff

Phase I:

Housing Type - Duplex and Flats
Number of Units - 100
Area - 3.5 Acres
Density - 30 Units/Acre

Relocation -
Residential fair 21 Units
poor 9
30
Commercial 2
Institutional 1

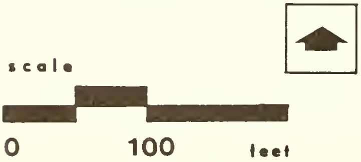
Phase II:

Housing Type - Townhouses
Number of Units - 60
Area - 3.2 Acres
Density - 20 Units/Acre

Relocation -
Residential good 3 Units
fair 9
poor 22
34
Commercial 1

LEGEND

- ░ **residential : good**
- ▒ **condition fair**
- ▓ **poor**
- ▥ **institutional**
- ▨ **open space**
- ⁘ **commercial**
- ▩ **industrial**
- ☐ **vacant land**
- 3 **families / dwelling**
- v **vacant building**



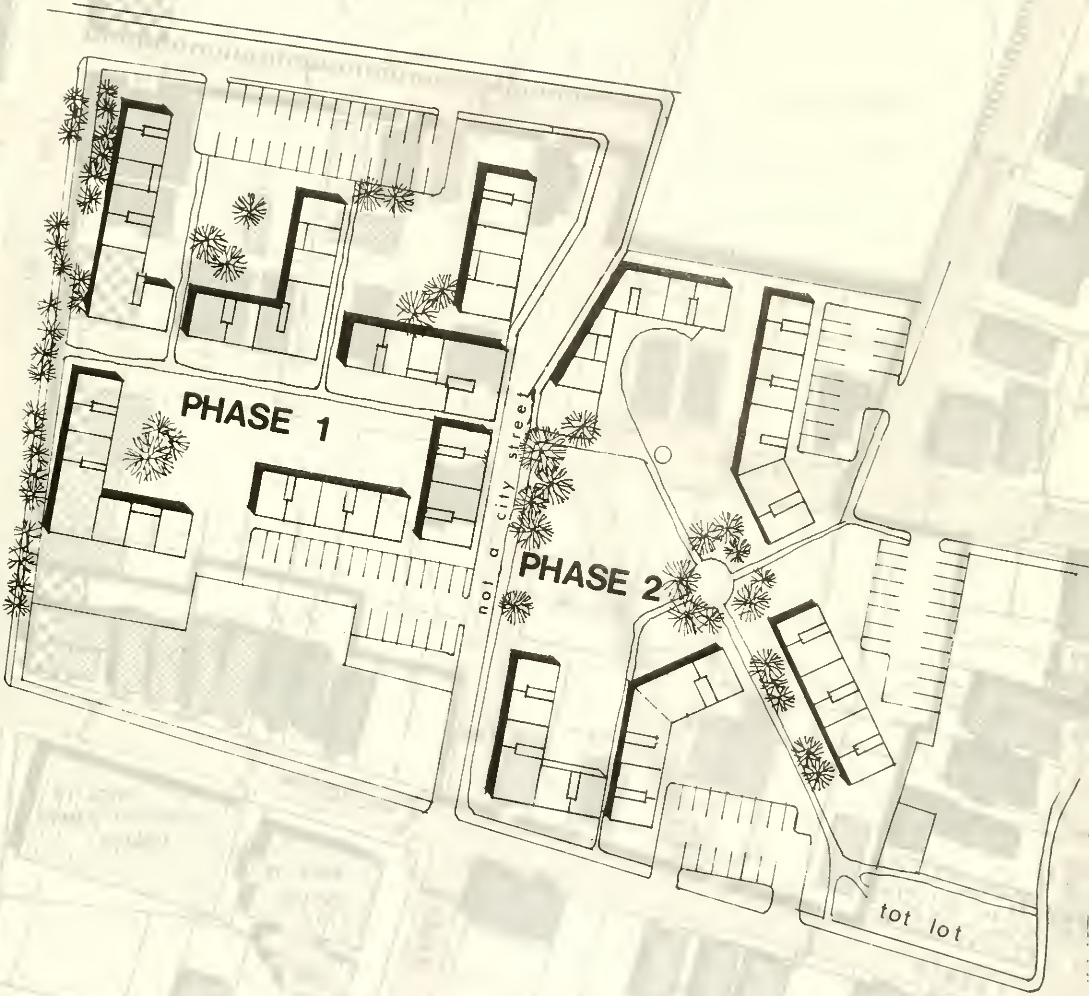


Figure 6a

Blue Hill - Woodcliff

[illegible]

LEGEND

residential - good

[illegible]

institutional

open space

commercial

industrial

vacant land

families / dwelling

vacant building

Scale

0 100 feet

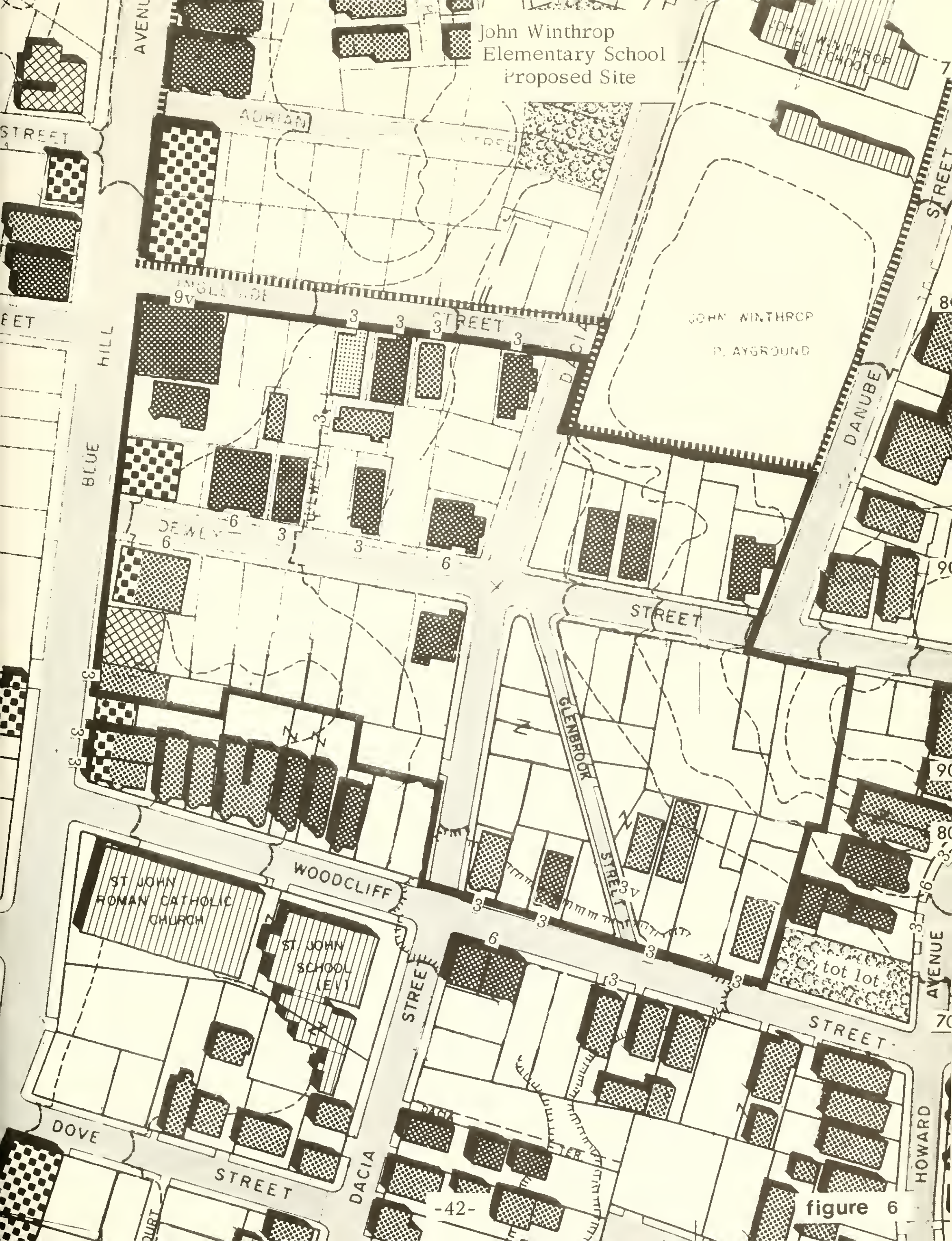

John Winthrop
Elementary School
Proposed Site
JOHN WINTHROP EL SCHOOL
JOHN WINTHROP PLAYGROUND
AVENUE
ADRIAN STREET
INGLESIDE STREET
BLUE HILL
DEWEY
DACIA
DANUBE
STREET
GLENBROOK STREET
WOODCLIFF STREET
ST. JOHN ROMAN CATHOLIC CHURCH
ST. JOHN SCHOOL (EV)
DOVE STREET
DACIA
HOWARD AVENUE
tot lot
9v
3v
3
6
7

figure 6

Gouldville Terrace

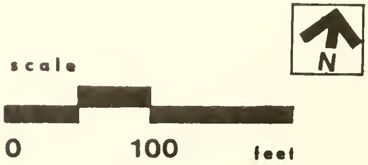
This site is prime for development because a fairly high percentage of land is owned by the city, relocation is zero, and it is totally cleared land. It is located one block east of Blue Hill Avenue and one block south of Dudley Street, near the commercial areas of both. It is also near the site recommended by HII for an elementary and middle school at the intersection of Blue Hill and Dudley. The site gently slopes and drops off sharply on the south side.

The proposal recommended for the site attempts to retain the lower density of the residential areas off the main streets. It suggests single family row houses or duplexes around a public open space.

Housing Type -	Townhouses
Number of Units -	50
Approximate Area -	2.5 Acres
Density -	20 Units/Acre
Relocation -	None

LEGEND

░	**residential :**	**good**
▒	**condition**	**fair**
▓		**poor**
▥	**institutional**	
▨	**open space**	
▦	**commercial**	
▩	**industrial**	
☐	**vacant land**	
3	**families / dwelling**	
v	**vacant building**	



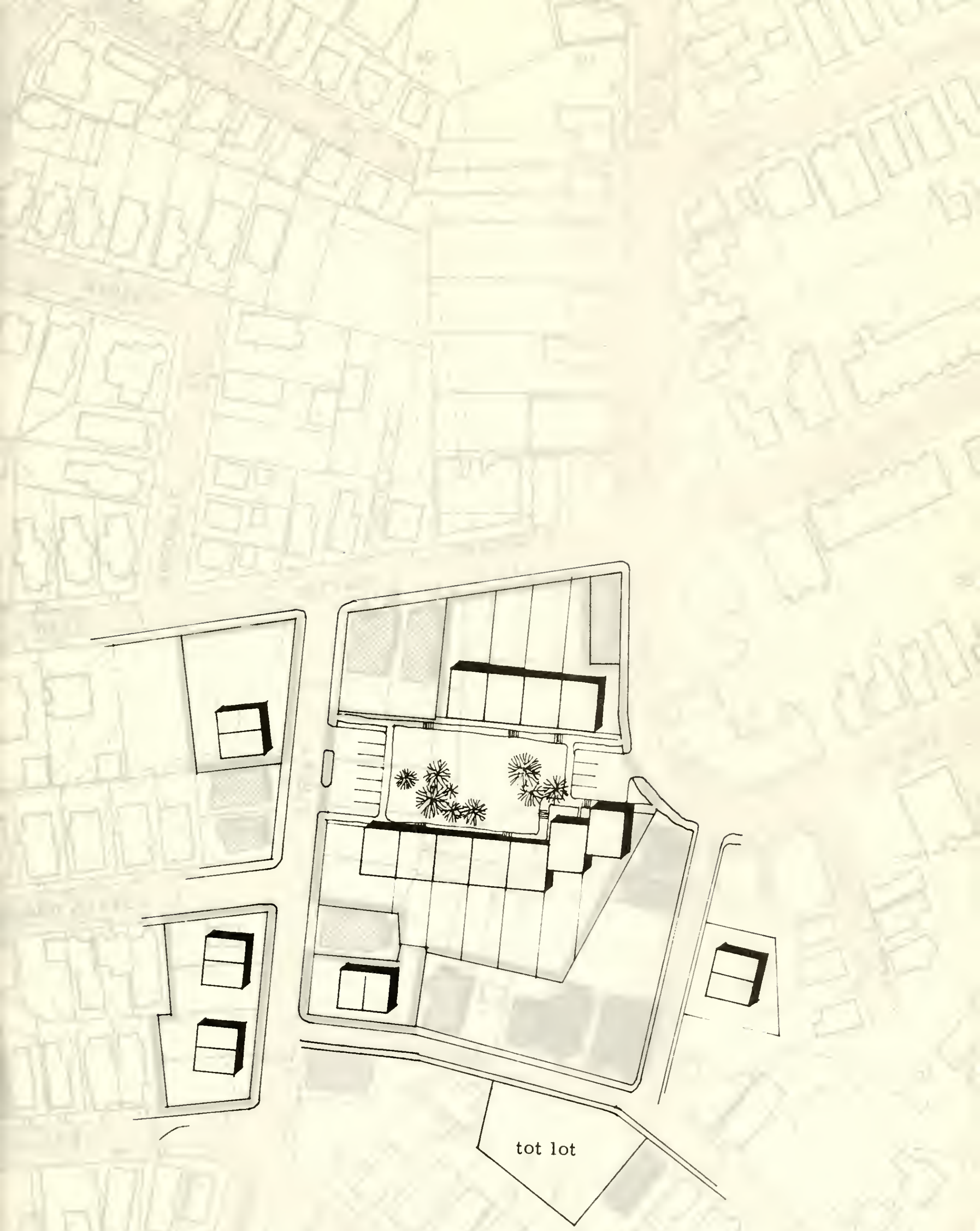


Figure 7a

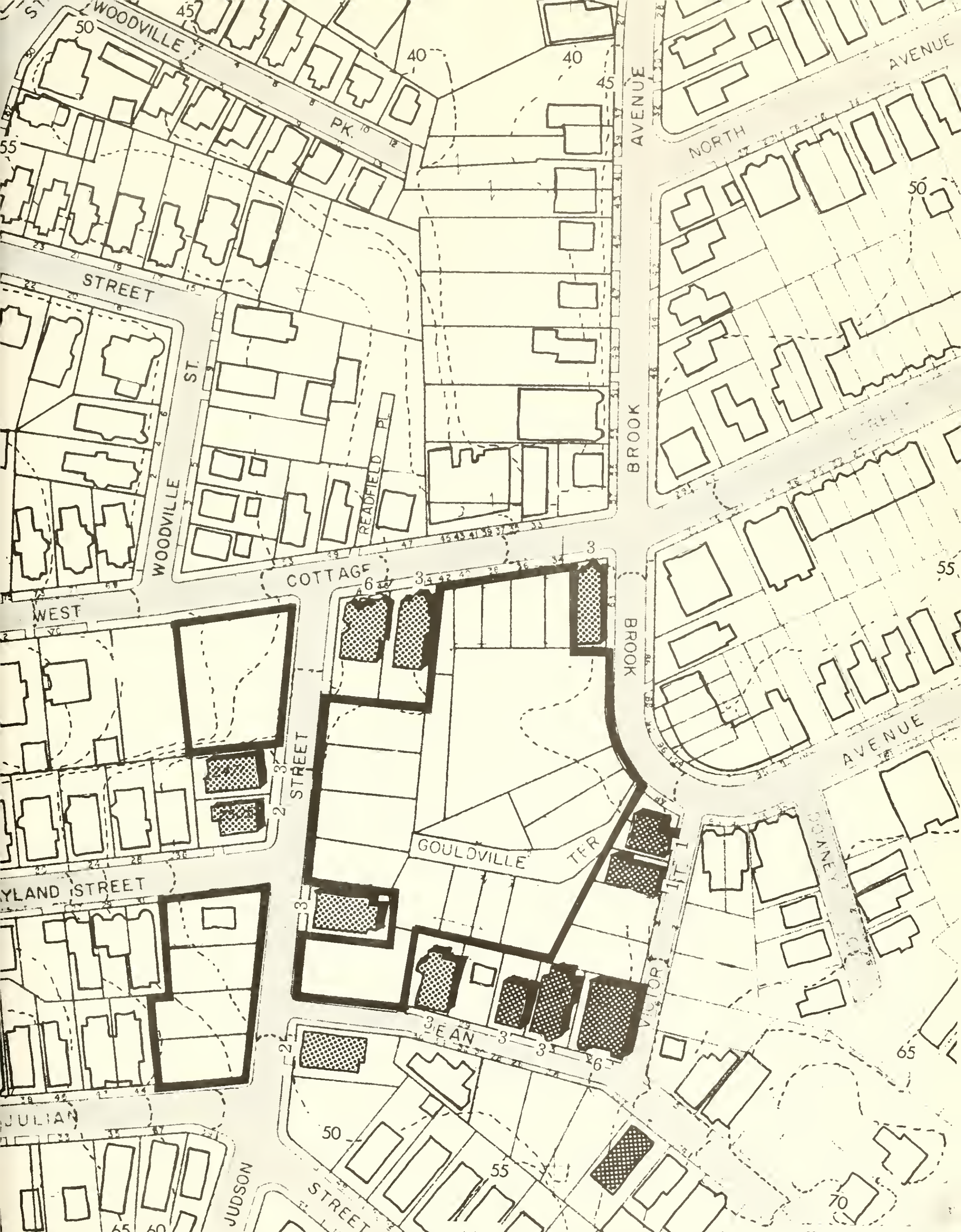

WOODVILLE PK.
WOODVILLE ST.
STREET
READFIELD PL.
COTTAGE
WEST
BROOK AVENUE
NORTH AVENUE
AVENUE
GOULDVILLE TER
VICTOR ST.
DEAN
YLAND STREET
JULIAN
JUDSON STREET
STREET
40
45
50
55
60
65
70

figure 7

Quincy Street

This area as outlined would be the largest development site of all the projects recommended by HII and one of the most difficult to implement. This site stretches along Quincy Street from Blue Hill Avenue to Ceylon Street. Today, the uses along it are residential (generally in poor condition), educational, and industrial. Quincy Street itself is congested due to its inadequate width for service trucks maneuvering in and out of plants located along the street. The topography of the site is mostly flat.

Recommendations for this site are developed in two stages. The first stage encompasses the block at the corner of Blue Hill Avenue and Quincy Street. The Blue Hill Christian Association owns a good portion of it and have expressed a strong desire to build a residential tower there. HII wishes to encourage this development as it fits the overall development plan and would certainly stimulate growth, confidence, and activity in this sector where it is so badly needed. However, this proposed development lies directly in the path of the projected "crosstown boulevard". HII is opposed to this new road as explained in the HII report of "Traffic and Circulation". Instead, HII feels a modified roadway (44' as opposed to 84' of the crosstown boulevard) could benefit the community as shown with these housing recommendations.

State II is composed of multi-family apartments and town houses along Quincy Street.

Quincy Street

Phase I:

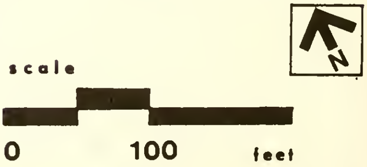
Housing Types -	Highrise Townhouses
Number of Units -	120
Area -	2 Acres
Density -	60 Units/Acre
Relocation -	
Housing	fair/poor
Commercial	2 (vacant shops)/ auto repair

Phase II:

Relocation is too high at present to be discussed here until further plans for Quincy Street expansion have been advanced. This Phase can yield approximately 200 new units of housing.

LEGEND

░ residential : good
▒ condition fair
▓ poor
▥ institutional
▨ open space
▩ commercial
▦ industrial
☐ vacant land
3 families / dwelling
v vacant building



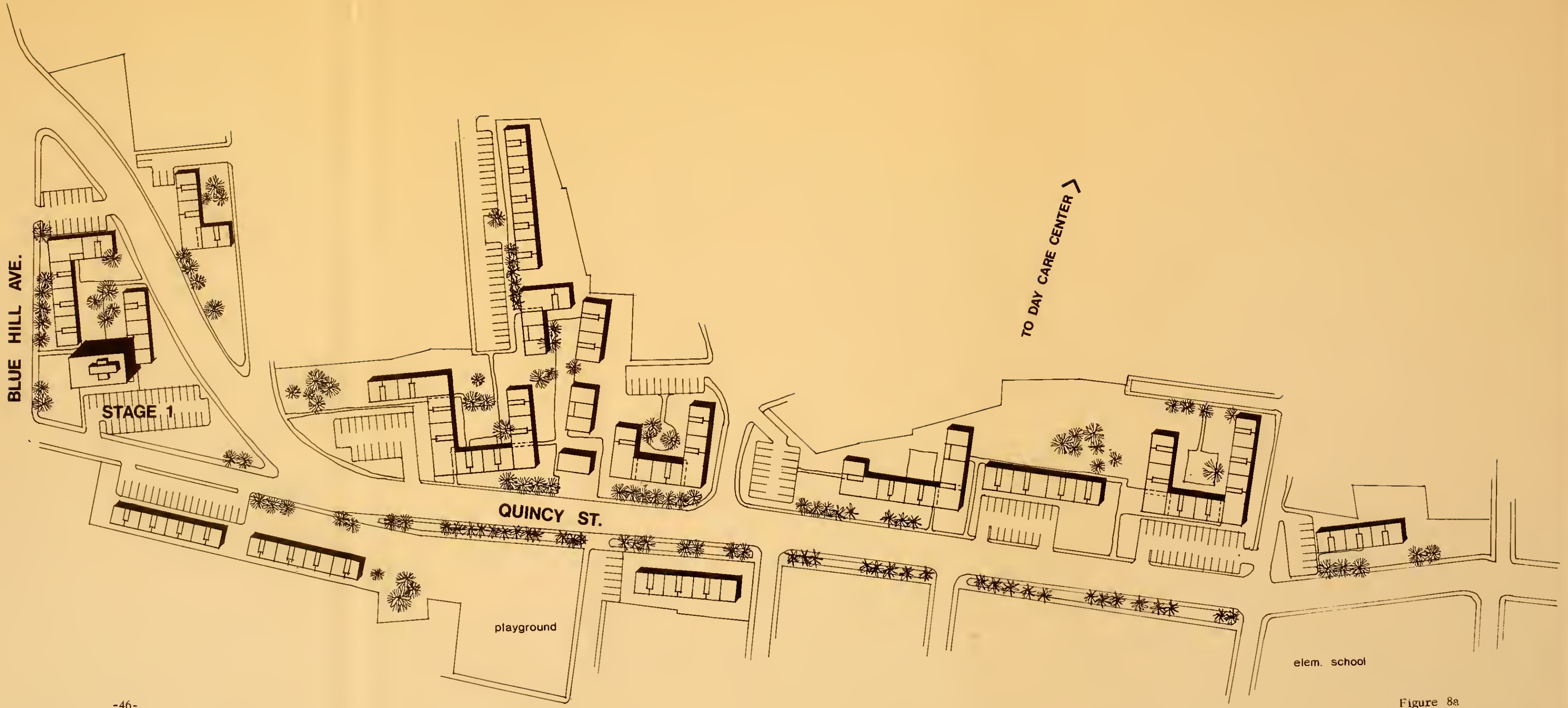

BLUE HILL AVE.
STAGE 1
QUINCY ST.
TO DAY CARE CENTER
playground
elem. school

Figure 8a

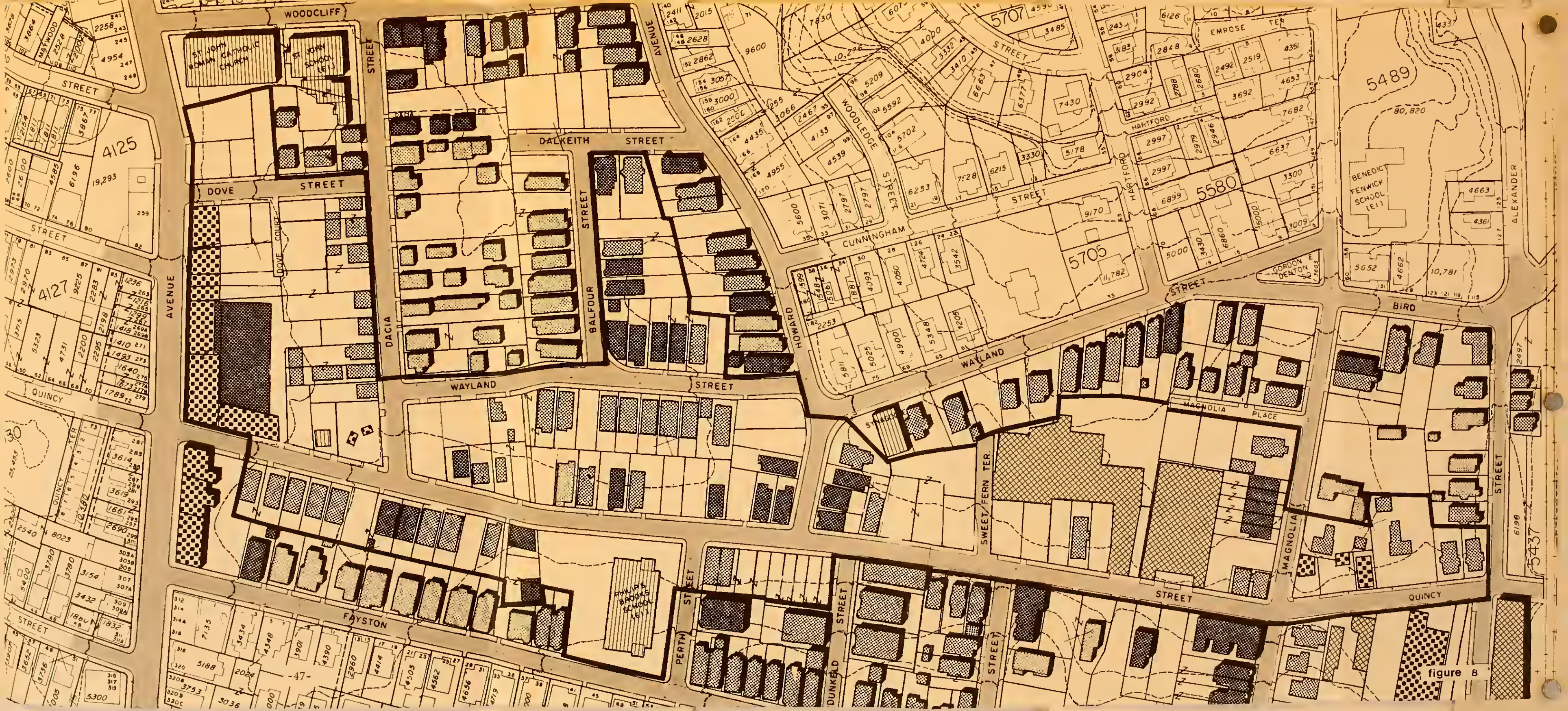

WOODCLIFF
ST JOHN ROMAN CATHOLIC CHURCH
ST JOHN SCHOOL (E)
STREET
DALKEITH STREET
DOVE STREET
DOVE COURT
DACIA STREET
BALFOUR STREET
AVENUE
WAYLAND STREET
HOWARD AVENUE
CUNNINGHAM STREET
WOODLEDGE STREET
HARTFORD STREET
HARTFORD CT
EMROSE TER
BENEDICT FENWICK SCHOOL (E1)
ALEXANDER STREET
GORDON E DENTON SQ
BIRD STREET
MAGNOLIA PLACE
MAGNOLIA STREET
SYNAGOGUE
SWEET FERN TER
QUINCY STREET
QUINCY TER
FAYSTON STREET
PHILLIPS BROOKS SCHOOL (E1)
PERTH STREET
DUNKELD STREET
MAYWOOD
4125
4127
5489
5580
5705
5707
5437
80,820
19,293
11,782
10,781

figure 8

Grove Hall

In accordance with the overall density plan suggested by HII, Grove Hall is a location slated for a very high density development. The area owned by F. A. I. T. Inc. off Blue Hill Avenue provides a chance to build a large number of housing units. The site today is vacant with the exception of several houses on the corner of Normandy and Stanwood Streets which could be included. The new units would be in close proximity to commercial services and transportation.

The land in Phase I is under one ownership (F. A. I. T. Inc.) as previously stated; Phase II is made up of individual parcels which must be assembled. The F. A. I. T. land is located behind the shops along Blue Hill Avenue and adjacent to the new Model Cities Higher Education Center, and extends east to Normandy Street. HII suggests that the site on the other side of Normandy Street be used for an elementary school and playground. The site is flat, dropping off sharply at retaining walls on each side. Access from Blue Hill Avenue is at the middle of the block. The site is open to Stanwood Street on the north. Vehicular access is from Geneva Avenue on the south.

The proposed development would focus on a high rise tower with multi-family and garden apartments around a large court-yard. Professional space could be included in the high rise tower. A pedestrian walk from Blue Hill Avenue through the development and over Normandy Street to the proposed school site would tie all of these activities together serving to strengthen them all.

Grove Hall

Stage I:

Housing Types -	Highrise (1 & 2 bedrm) Townhouses
Number of Units -	160 - 200
Area -	5 Acres
Density -	30 - 40 Units/Acre
Relocation -	
Housing Units	12
Commercial	1

Stage II:

Housing Type -	Townhouses
Number of Units -	20
Area -	1 Acre
Density -	20 Units/Acre
Relocation -	
Housing Units	12 (bad condition)

LEGEND

░	residential :	good
▒	condition	fair
▓		poor
▥	institutional	
▨	open space	
▦	commercial	
▩	industrial	
☐	vacant land	
3	families / dwelling	
v	vacant building	

scale

0 100 feet

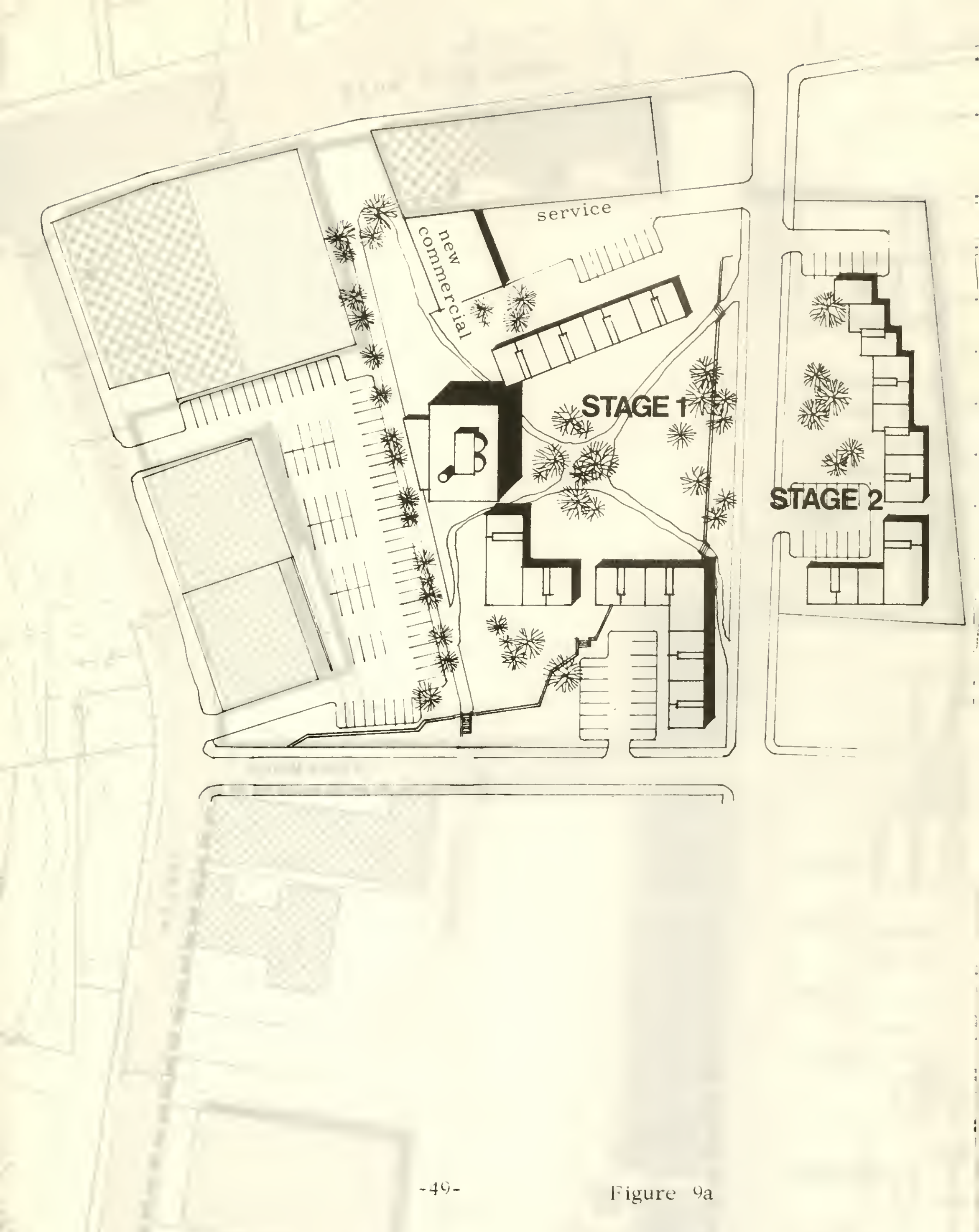


Figure 9a

Grove Hall

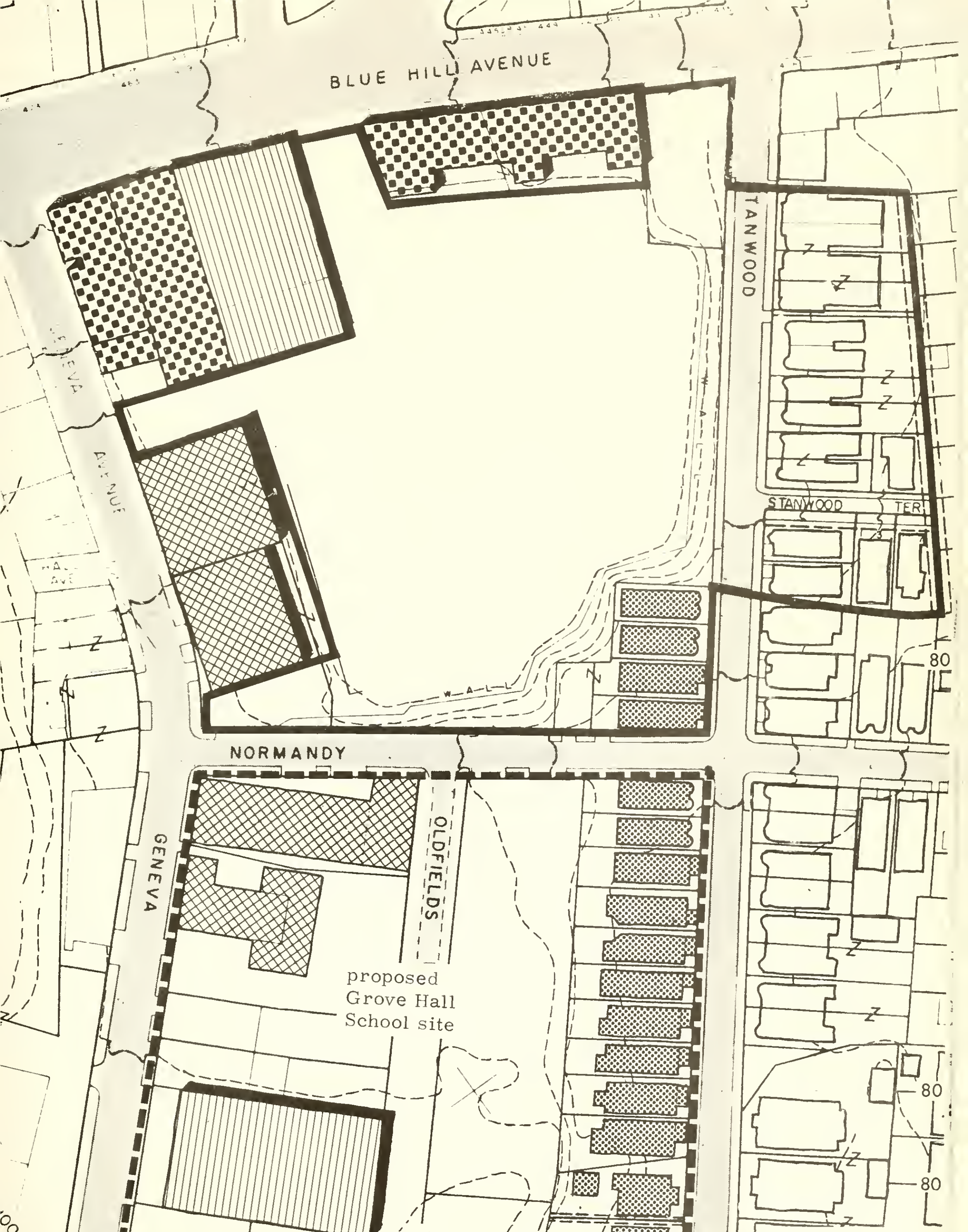

BLUE HILL AVENUE
TANWOOD
STANWOOD TER
GENEVA AVENUE
HALL AVE
WALL
WALL
NORMANDY
GENEVA
OLDFIELDS
proposed Grove Hall School site
80
80
80
OOL

figure 9

Julian-Brookford

This site could substantially up-grade a portion of Blue Hill Avenue and the adjacent residential area which has been severly blighted while providing many new units of housing. At present, most of the area is residential with one large manufacturing plant (Paramount Store Fixtures Inc.) and vacant land. It is located across Brookford Street from the existing Winthrop School and Playground. There is a possibility that this facility might be expanded to include the block between it and Blue Hill Avenue, greatly enhancing any development of this site. The topography of the site is flat except where it dips down to a depression on the eastern side at Dromey Street.

The recommended development would include two and three story apartments and town houses around court-yard spaces providing playspace for children. These units should have a mix of two, three, and four bedrooms to accommodate families. The Winthrop School Playground could provide additional playspace. A green buffer strip should be reserved along Blue Hill Avenue to protect the housing from noise and provide a pleasant pedestrian walk along that street.

The realization of this project hinges largely on whether the Paramount Store Fixtures Inc. parcel can be acquired and at a low price. At this time, estimates procured by CDA indicate the fair market value of the property would make development prohibitive. However, a strong program such as urban renewal or a 121A corporation with land write-downs could possibly make it work under present conditions. HII has given this site a medium priority.

Julian – Brookford

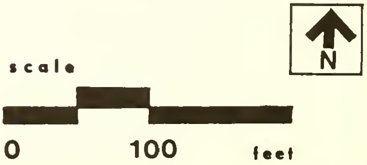
Stage I:

Housing Type -	Townhouses	
Number of Units -	90	
Area -	4.5 Acres	
Density -	20 Units/Acre	
City Owned -	21%	
Relocation -		
Housing	good	3 Units
	fair	13
	poor	7
		23
Manufacturing		1
Commercial		2

Stage II can only be feasible if the neighborhood continues to deteriorate and relocation loads are lessened by the time a development program can be put into effect. If Stage I is implemented under an urban renewal program, than Stage II should be included within those boundaries. If at that time the Stage II area has not deteriorated, than renewal efforts should focus on rehabilitation of existing homes.

LEGEND

░	residential : condition	good
▒		fair
▓		poor
▥	institutional	
▩	open space	
▦	commercial	
▨	industrial	
☐	vacant land	
3	families / dwelling	
v	vacant building	



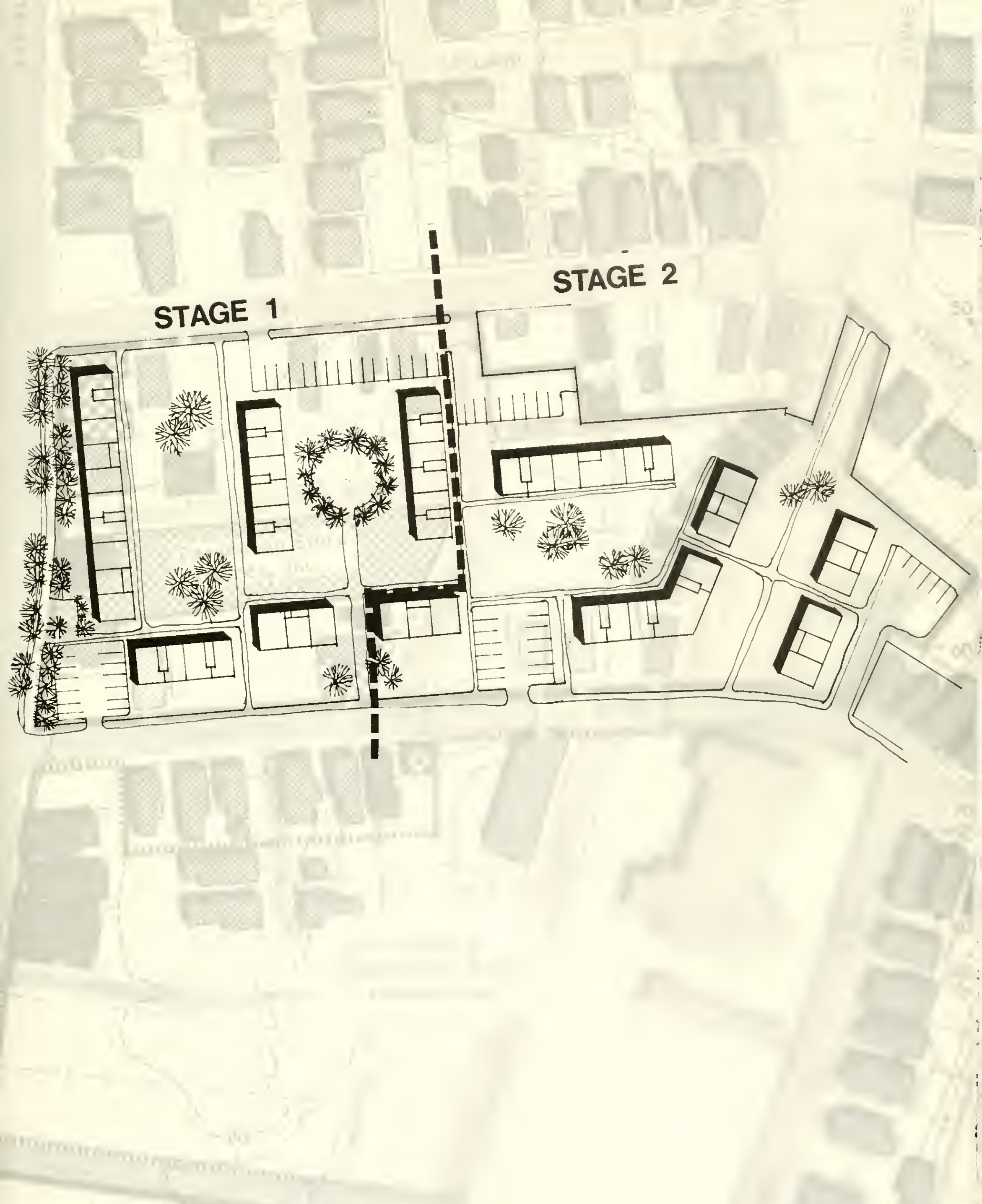


Figure 10a

Julian – Brockford

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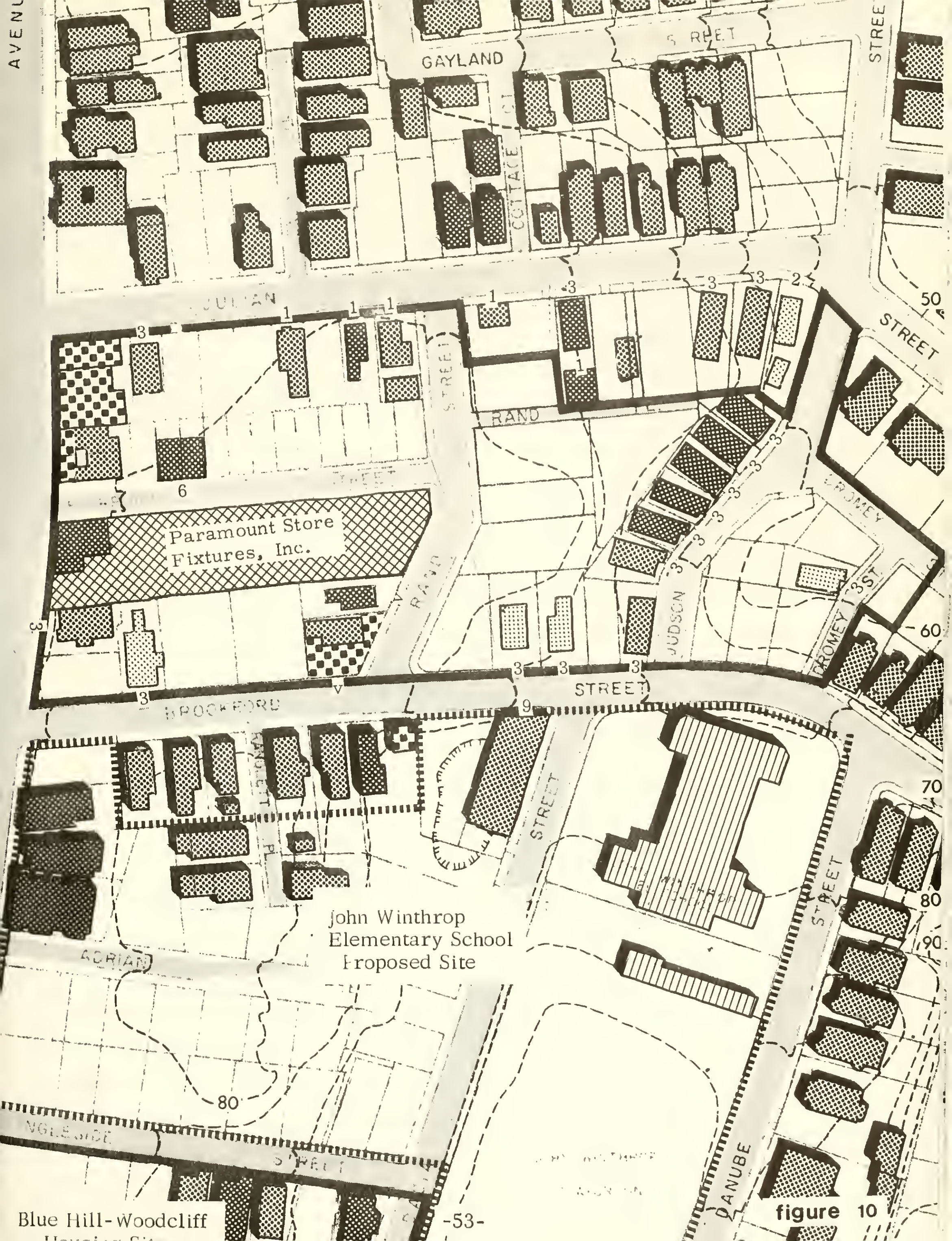

AVENU
GAYLAND
STREET
COTTAGE CT
STREET
JULIAN
STREET
RAND
STREET
RAND STREET
Paramount Store Fixtures, Inc.
STREET
CROMEY
CROMEY ST.
JUDSON
BROCKFORD
STREET
STREET
John Winthrop Elementary School Proposed Site
ADRIAN
DANUBE
STREET
INGLESIDE
STREET
50
60
70
80
90
80
1
3
6
9
Blue Hill-Woodcliff Housing Site

figure 10

East Moreland Street

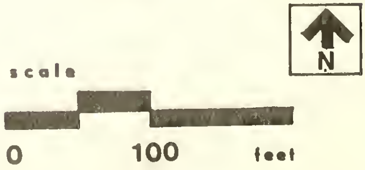
This site is a strip of land along the south side of East Moreland Street which could accommodate town house units for large families. If the new Mason/Emerson/Hawthorn (elementary and middle) school is built, as proposed, on the site across Moreland Street from this site, the value and feasibility of this site will be greatly enhanced. Today, the site consists of several residential structures in fair and bad condition scattered between vacant parcels. It slopes gently downward to the east from Blue Hill Avenue to Brook Avenue. It is approximately one acre.

This site will be a good one only if the Mason/Emerson/Hawthorne School is built on the north side of East Moreland Street, as it will provide housing for families relocated by school construction. However, because many unknown factors determine whether the school will be built, a low priority is suggested for this site. Also, by that time, relocation should be much lower because of continuing deterioration and abandonment.

Housing Type -	Townhouses	
Number of Units -	20	
Area -	1 Acre	
Density -	20 Units/Acre	
City Owned -	35%	
Relocation - Residential	fair	9 Units
	poor	3
		12

LEGEND

░	**residential : condition**	**good**
▒		**fair**
▓		**poor**
▥	**institutional**	
▨	**open space**	
▦	**commercial**	
▩	**industrial**	
☐	**vacant land**	
3	**families / dwelling**	
v	**vacant building**	



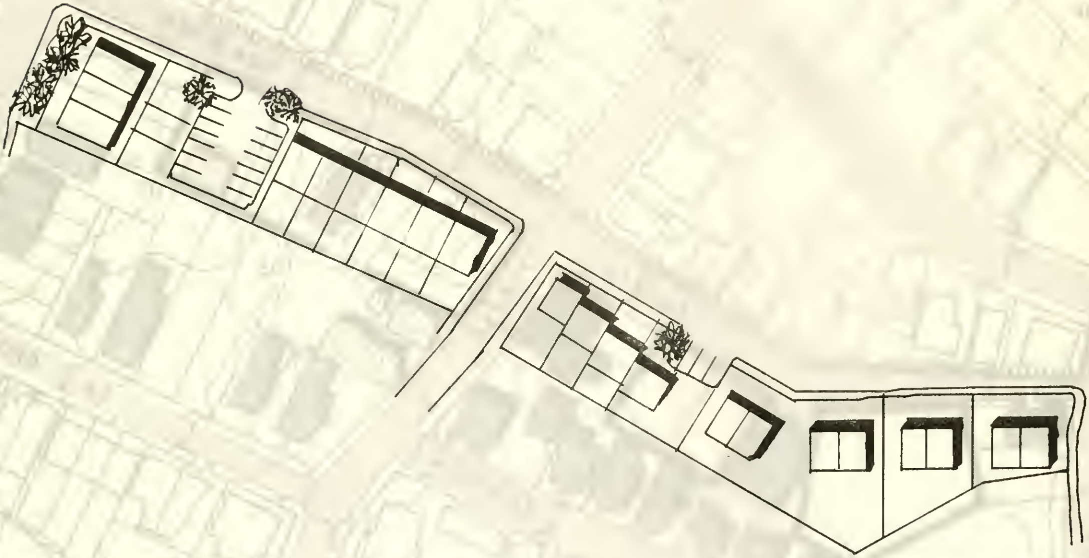
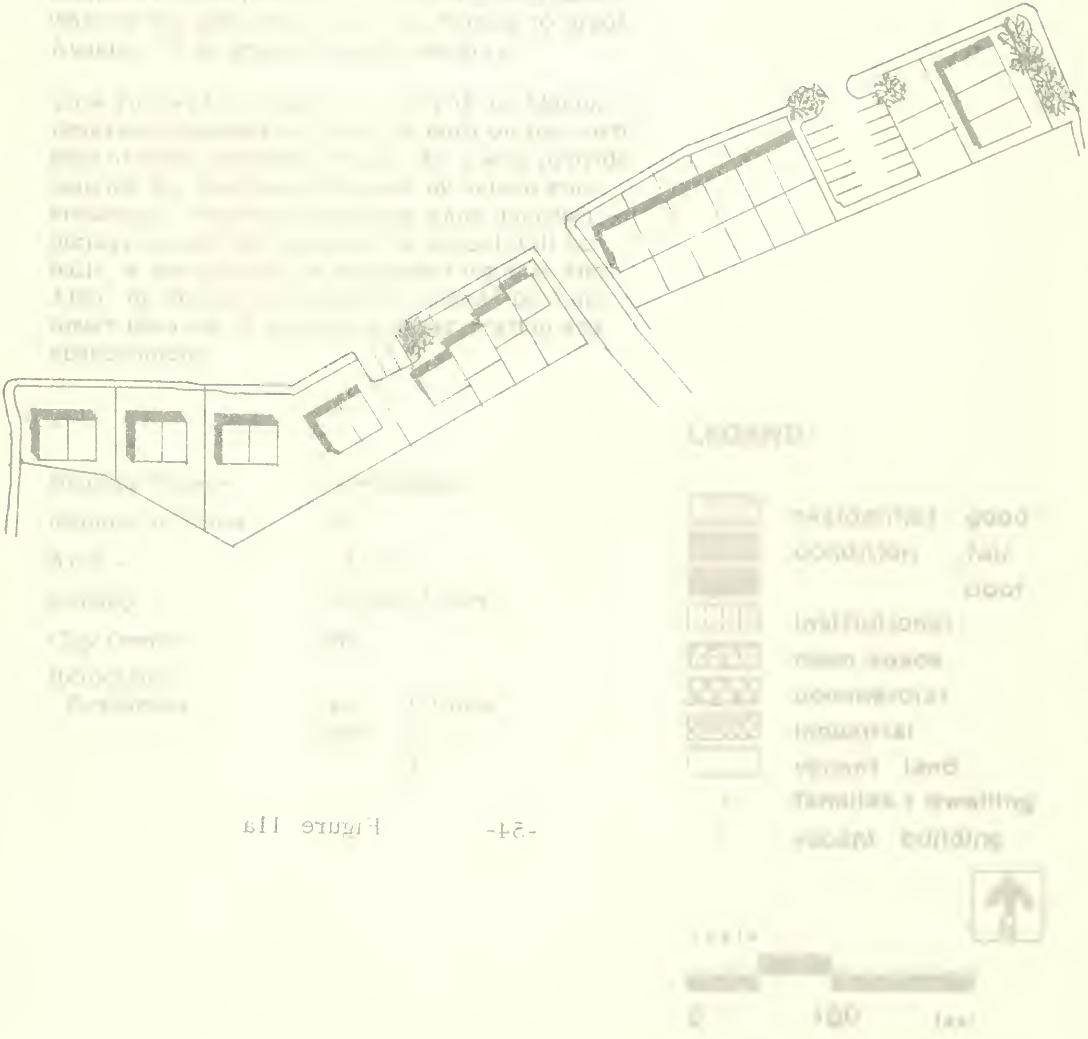


Figure 11a

East Monsand Street

[illegible]

[illegible]



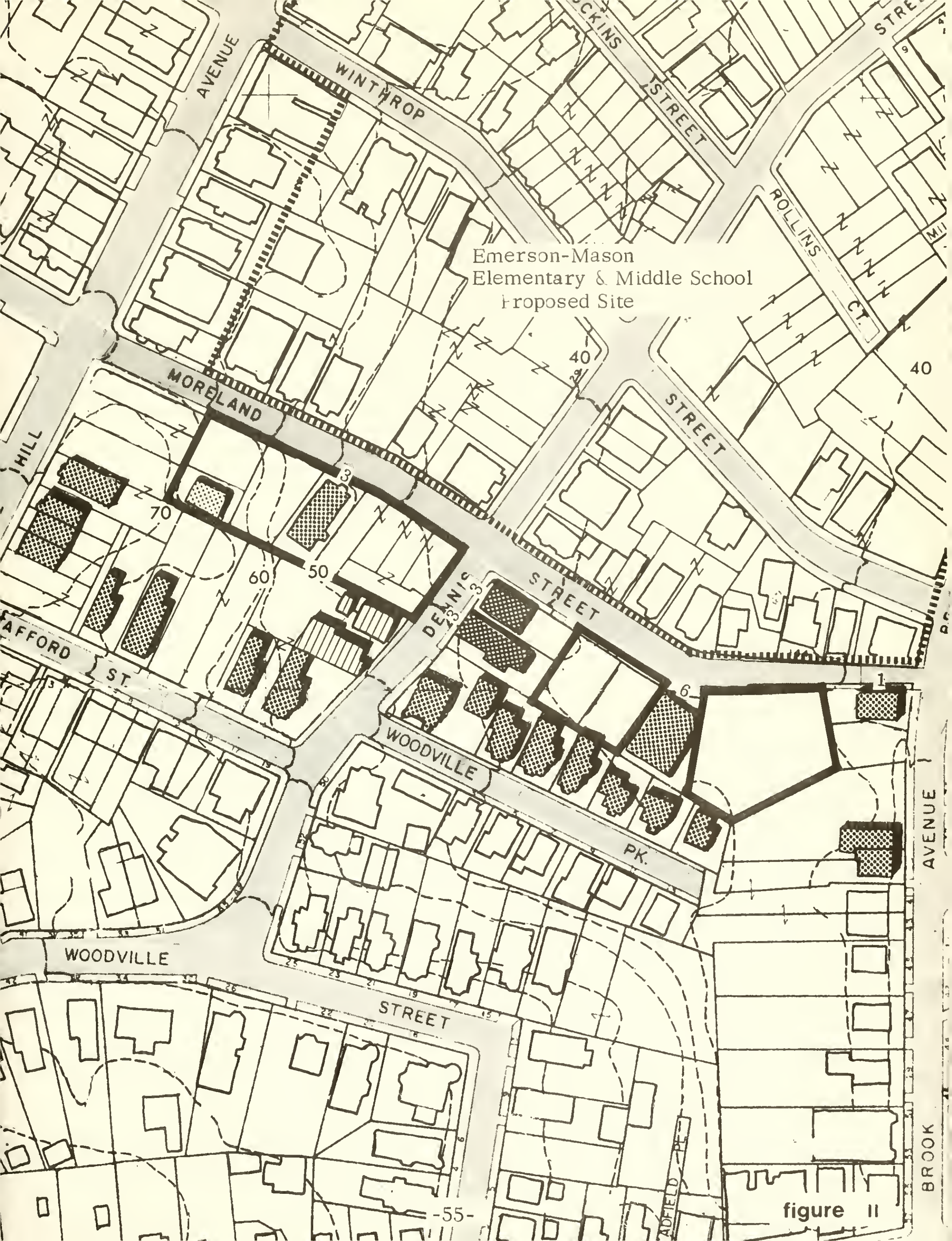

Emerson-Mason
Elementary & Middle School
Proposed Site
AVENUE
WINTHROP
ROCKINS STREET
ROLLINS CT.
MORELAND
STREET
HILL
STAFFORD ST.
DENNIS
WOODVILLE PK.
WOODVILLE
STREET
AVENUE
BROOK
40
40
70
60
50
3
3
6
1

figure II

Robey Street

This housing site utilizes vacant land between a moderately dense, fair to good condition, residential neighborhood and the New Haven and Hartford railroad track. It weaves through an area running from East Cottage Street to Dudley Street. The area is quite run down but should be revitalized in order to "round out" an existing area which needs support. Topographically, the land rises gently toward Dudley Street to the South.

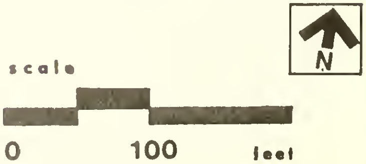
The recommended development is made up of two phases. The first phase centers mainly on Robey Street where an Infill type of development could take place today on vacant land. The second phase of apartment development would include a large area composed primarily of vacant and dilapidated buildings that should be removed for new growth to take place. However, financial feasibility would be increased if phase I and II were combined as a single project. The general plan is to create a pedestrian link to Dudley Street from Robey Street in order to open the area and make it more pleasant.

The infill phase is highly feasible today because all of the land is clear and most is city owned. The apartment component would require a moderate amount of acquisition and clearing. A 121A corporation with perhaps a price write-down on the land by Model Cities could make these sixty units a reality. Priority here should be high.

Housing Types -	Townhouses Duplex and Flats	
Number of Units -	80	
Approximate Area -	Phase I:	1. 47 Acres
	Phase II:	2. 93 Acres
		3. 40 Acres
Density -	25 Units/Acre	

LEGEND

░	residential : condition	good
▒		fair
▓		poor
▥	institutional	
▨	open space	
▦	commercial	
▩	industrial	
☐	vacant land	
3	families / dwelling	
v	vacant building	



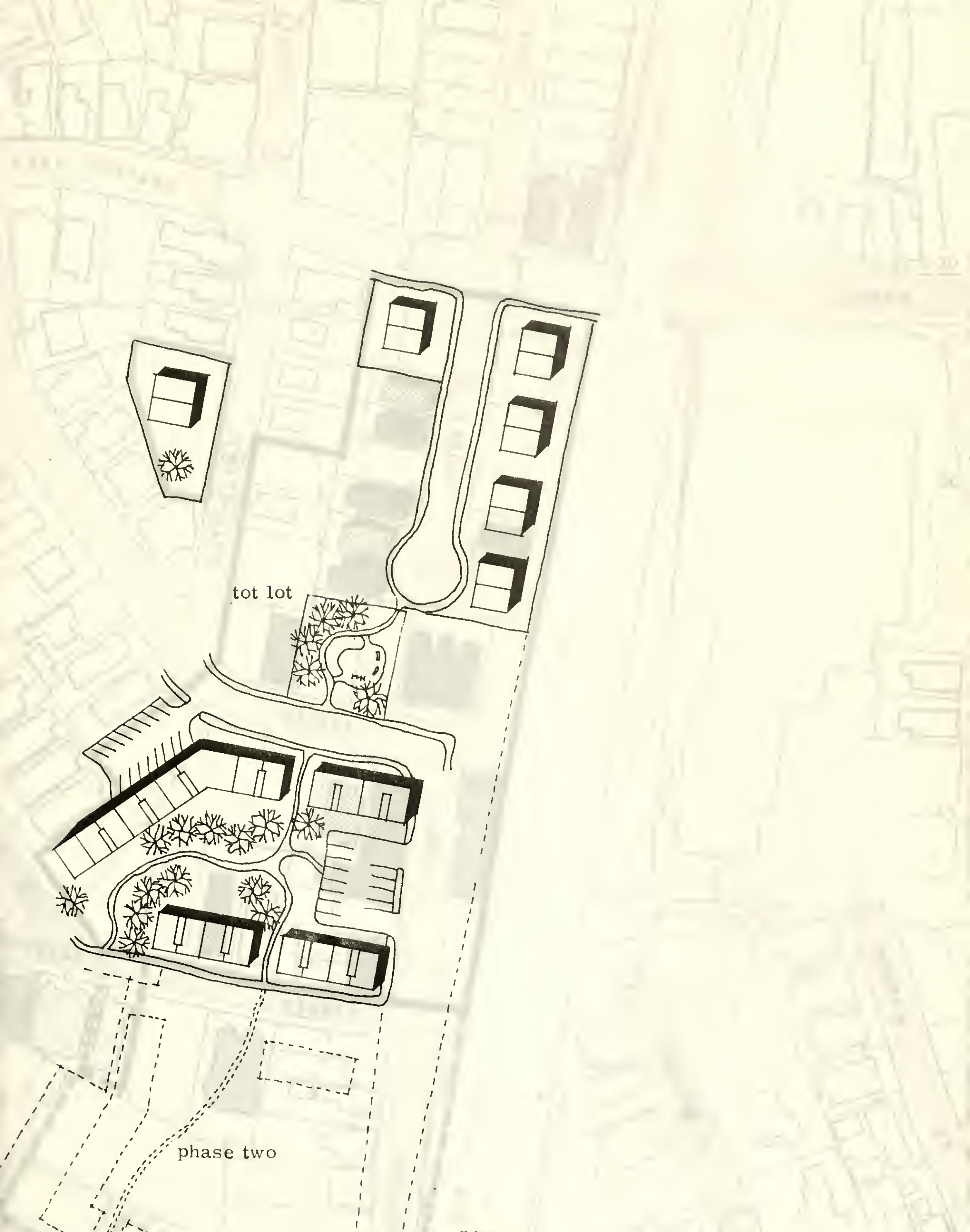


Figure 12a

Robey Street

[illegible]

[illegible]

[illegible]

Housing types [illegible]

Number of Units [illegible]

Approximate Area [illegible]

Density [illegible]

LEGEND

commercial

industrial

vacant land

families / dwelling

vacant building

0 100 feet

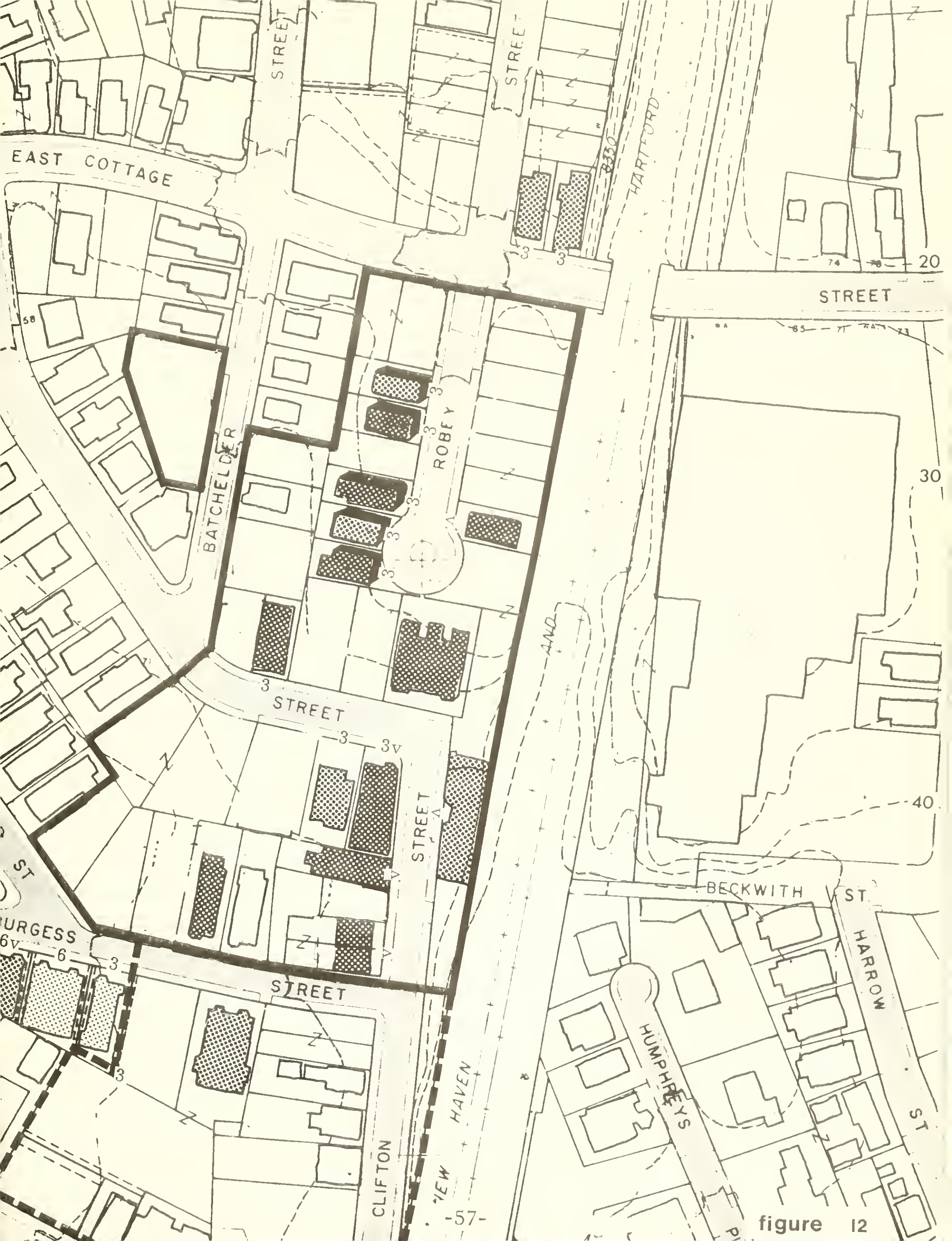

EAST COTTAGE
STREET
STREET
BATCHELDER
ROBEY
STREET
STREET
STREET
BURGESS
CLIFTON
HARTFORD
AND
NEW HAVEN
STREET
BECKWITH ST
HARROW ST
HUMPHREYS
30
40
20
3
3v
6v
6

figure 12

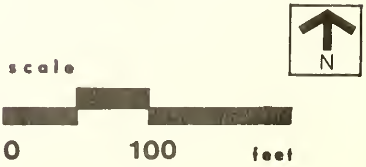
George - Eustis

This one block site joins the Norfolk-George housing (see following page) and Orchard Park, making a strong edge for this residential neighborhood. The continuous open space between units creates a pedestrian passage from Norfolk-George to Orchard Park and ultimately to the Dudley Station area. Public transportation at Dudley Street is 3 blocks away. Recreation facilities at Eustis playground and the new Emerson-Mason Schools are within close range.

Housing Type -	Townhouses
Number of Units -	60
Approximate Area -	3. 1 Acres
Density -	20 Units/Acre

LEGEND

░	**residential : condition**	**good**
▒		**fair**
▓		**poor**
▥	**institutional**	
▧	**open space**	
▦	**commercial**	
▩	**industrial**	
☐	**vacant land**	
3	**families / dwelling**	
v	**vacant building**	



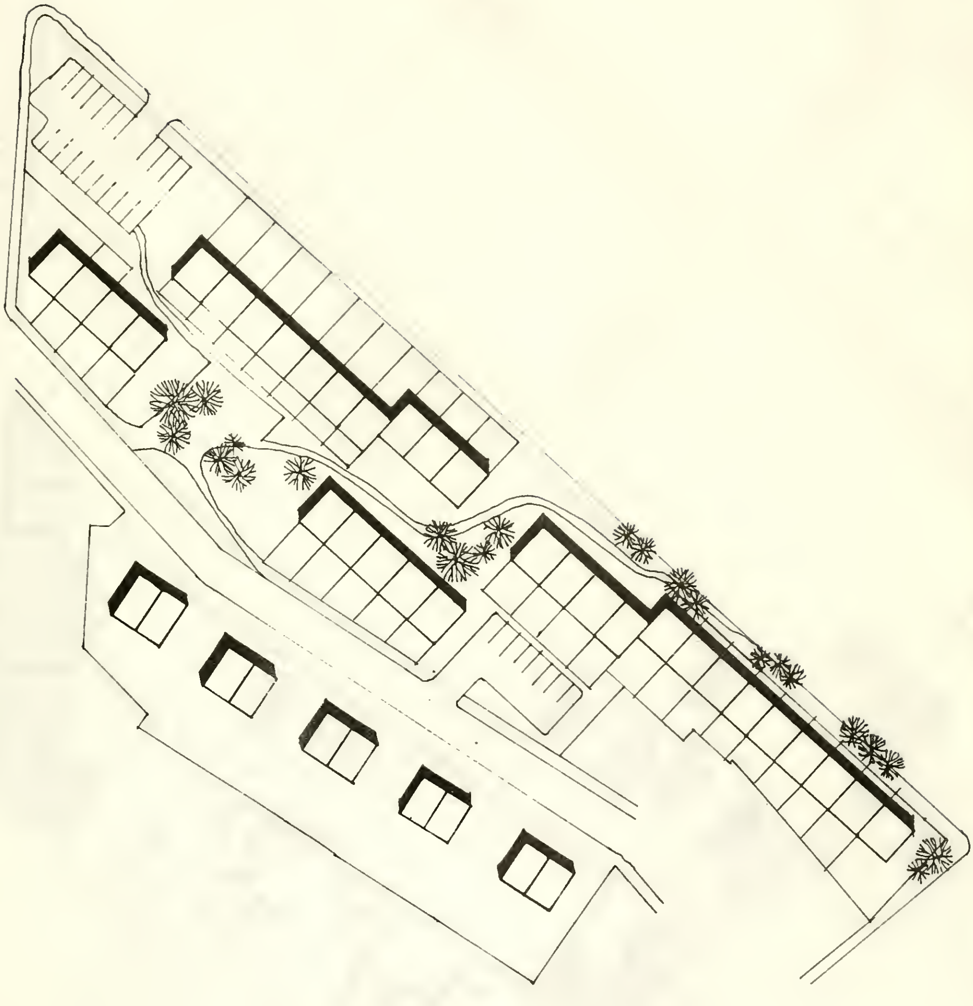
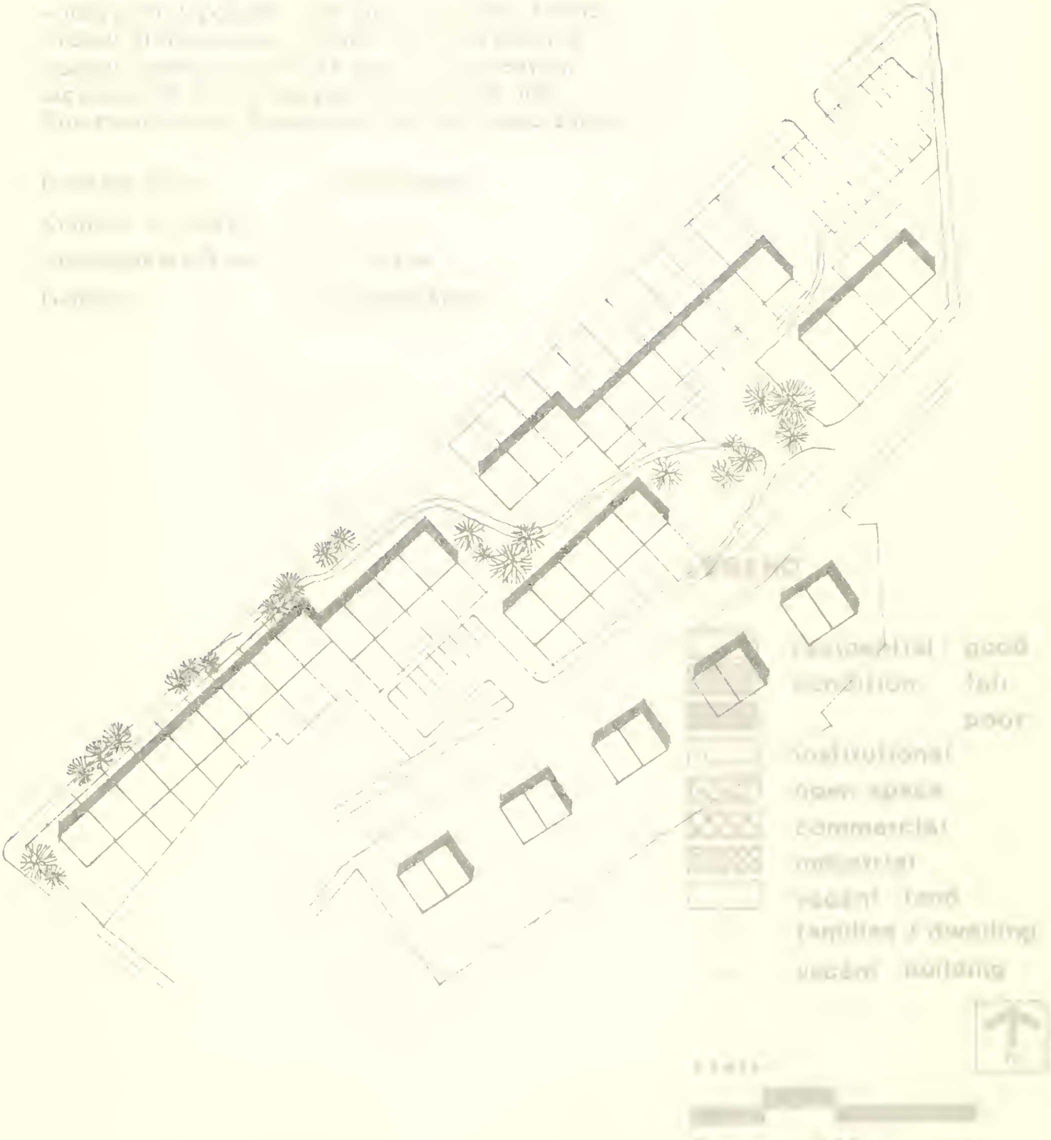


Figure 13a

George Eustis

[illegible]

[illegible]



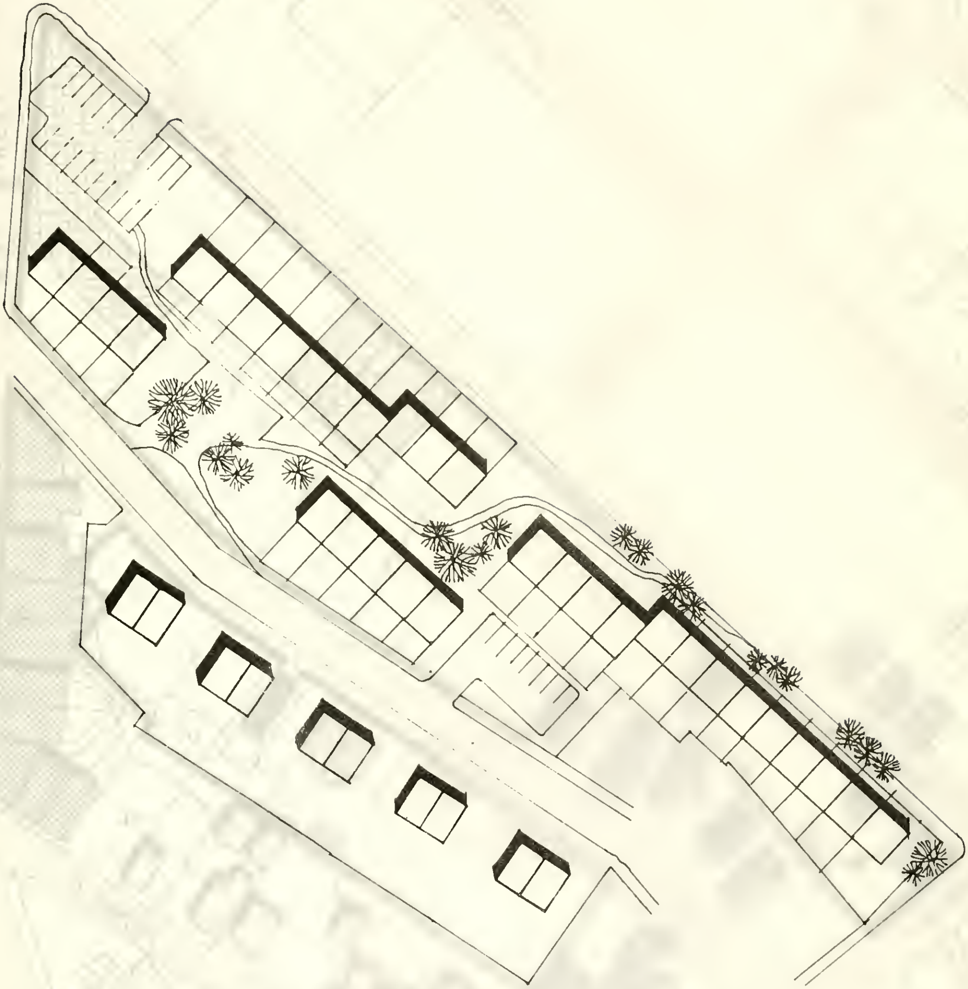


Figure 13a

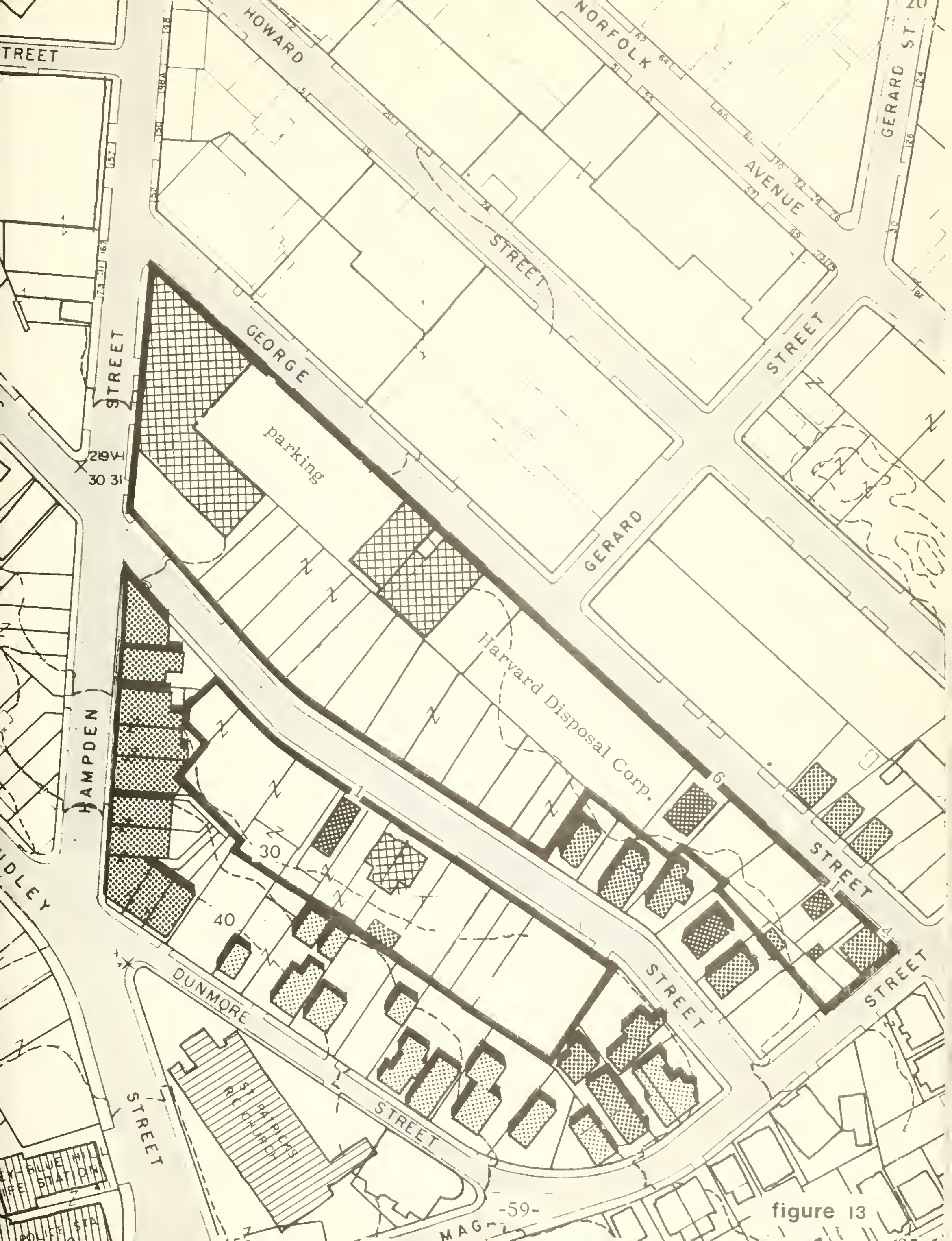

HOWARD STREET
NORFOLK AVENUE
GERARD ST.
GEORGE STREET
GERARD STREET
STREET
HAMPDEN STREET
DUDLEY STREET
DUNMORE STREET
MAGAZINE
STREET
parking
Harvard Disposal Corp.
ST PATRICKS RC CHURCH
BLUE HILL FIRE STATION
POLICE STA
30
40
6
1
4
30 31
21

figure 13

Norfolk - George

When the Mason School is relocated, a large parcel of land will be available for housing which could serve to link the rest of the residential neighborhood with Eustis Playground. This land today is composed of mixed uses. A new swimming pool is under construction and will remain. The site is about two blocks north of the intersection of Dudley and Blue Hill. A new elementary and middle school are recommended by HII at that intersection which could serve this new housing.

The recommended development would give the area such benefits as: (1) a pleasant and safe access to Eustis Playground and the swimming facilities adjacent; (2) a buffer against the industrial area; (3) housing for people working in the nearby industries.

The execution of this project rests entirely on the relocation of the Mason School which will not come about for at least 3-5 years. Once the Mason School has relocated, a mechanism such as a 121A corporation can assemble the fringe parcels that are not city owned. Another suggestion for implementation is to link this project with a state financed urban renewal project which would focus primarily on industrial development but could include housing as well.

Housing Types -	Townhouses Duplex and Flats	
Number of Units -	125	
Approximate Area -	5 Acres	
Density -	25 Units/Acre	
City Owned -	3%	
Relocation - Housing	fair	12 Units
	poor	9
		21
Commercial		3
Industrial		2
Warehouse		1
Club House		1

LEGEND

░	**residential : condition**	**good**
▒		**fair**
▓		**poor**
▥	**institutional**	
▨	**open space**	
▦	**commercial**	
▩	**industrial**	
☐	**vacant land**	
3	**families / dwelling**	
v	**vacant building**	

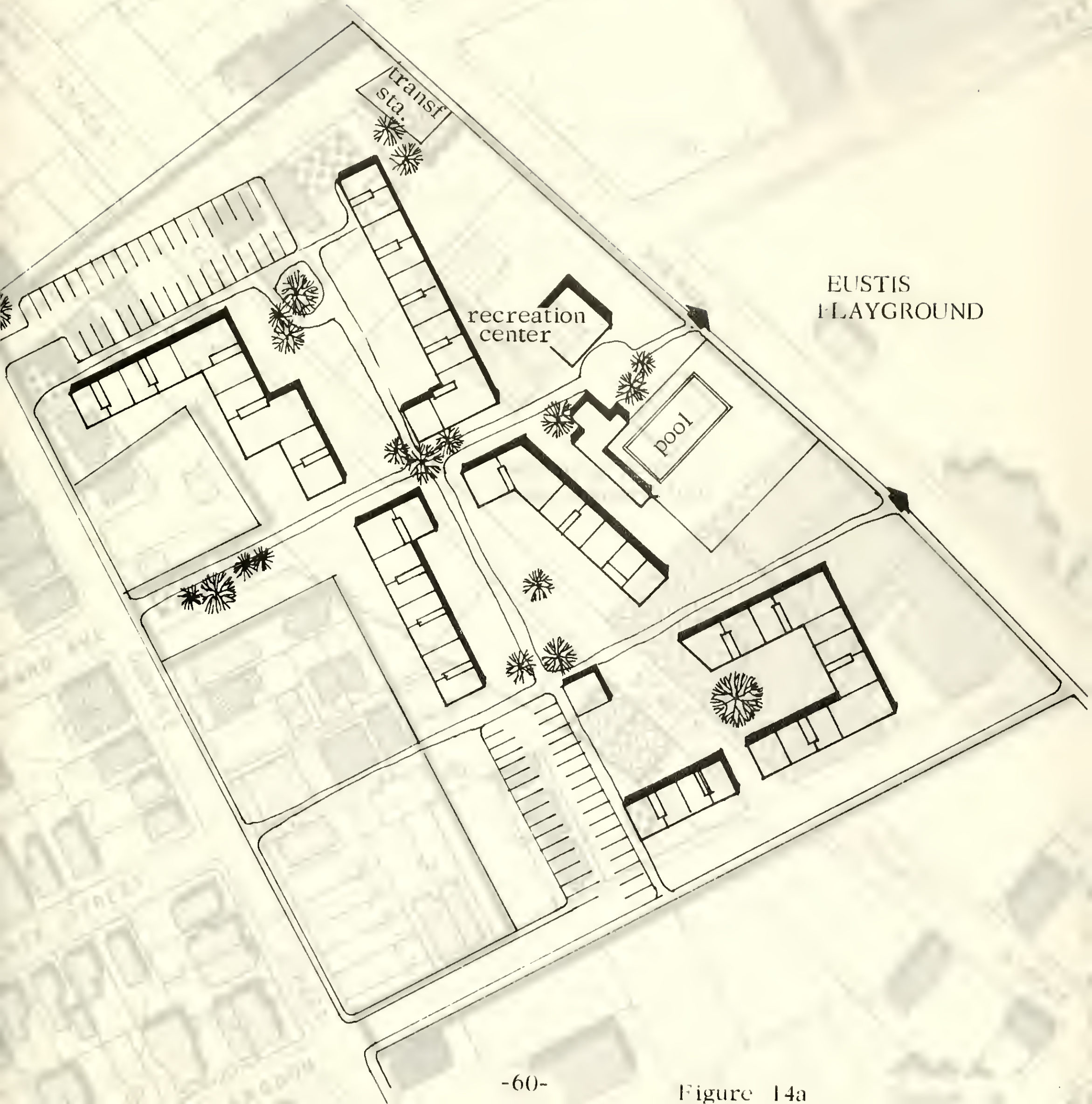


Figure 14a

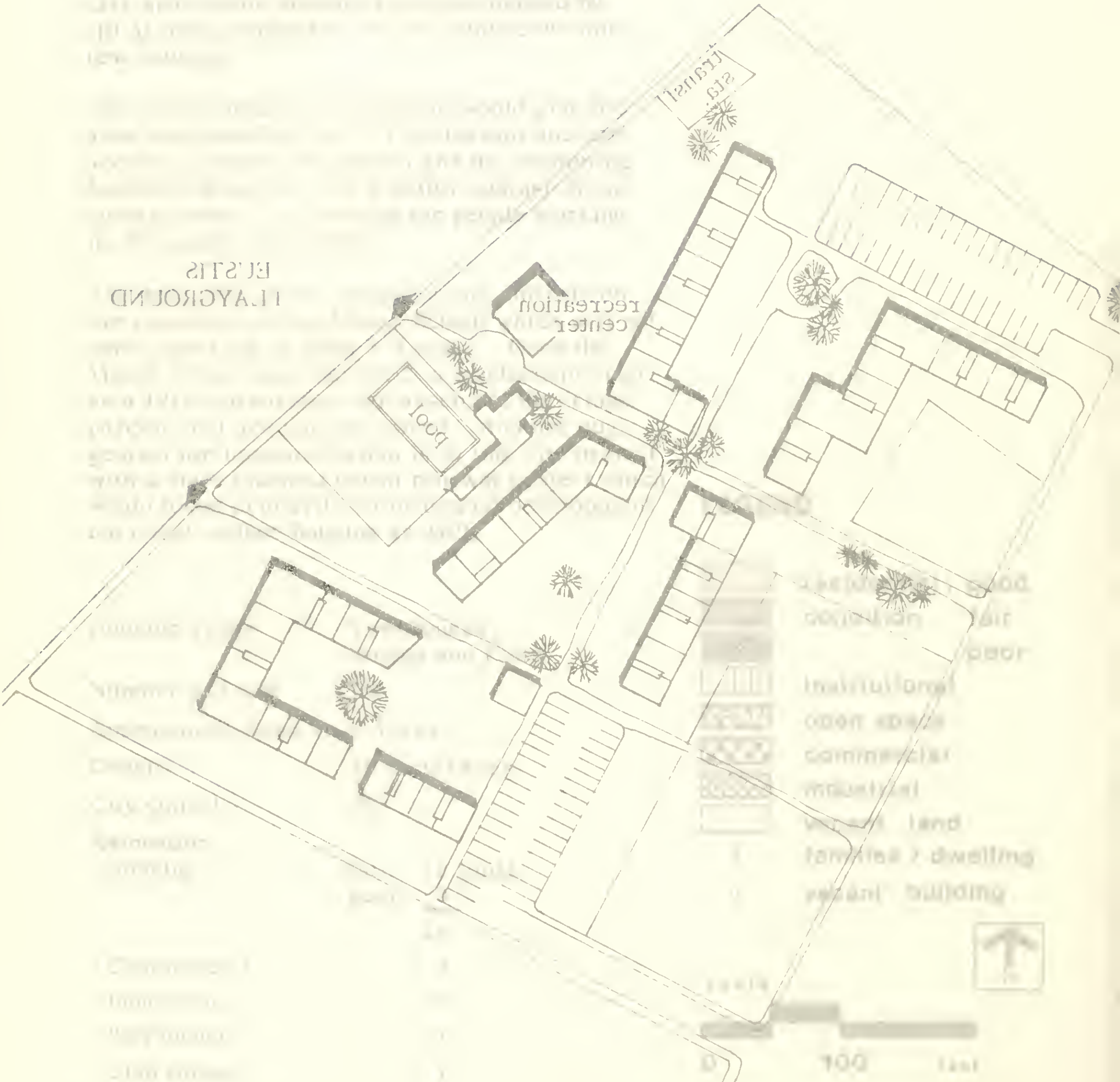


Figure 14a

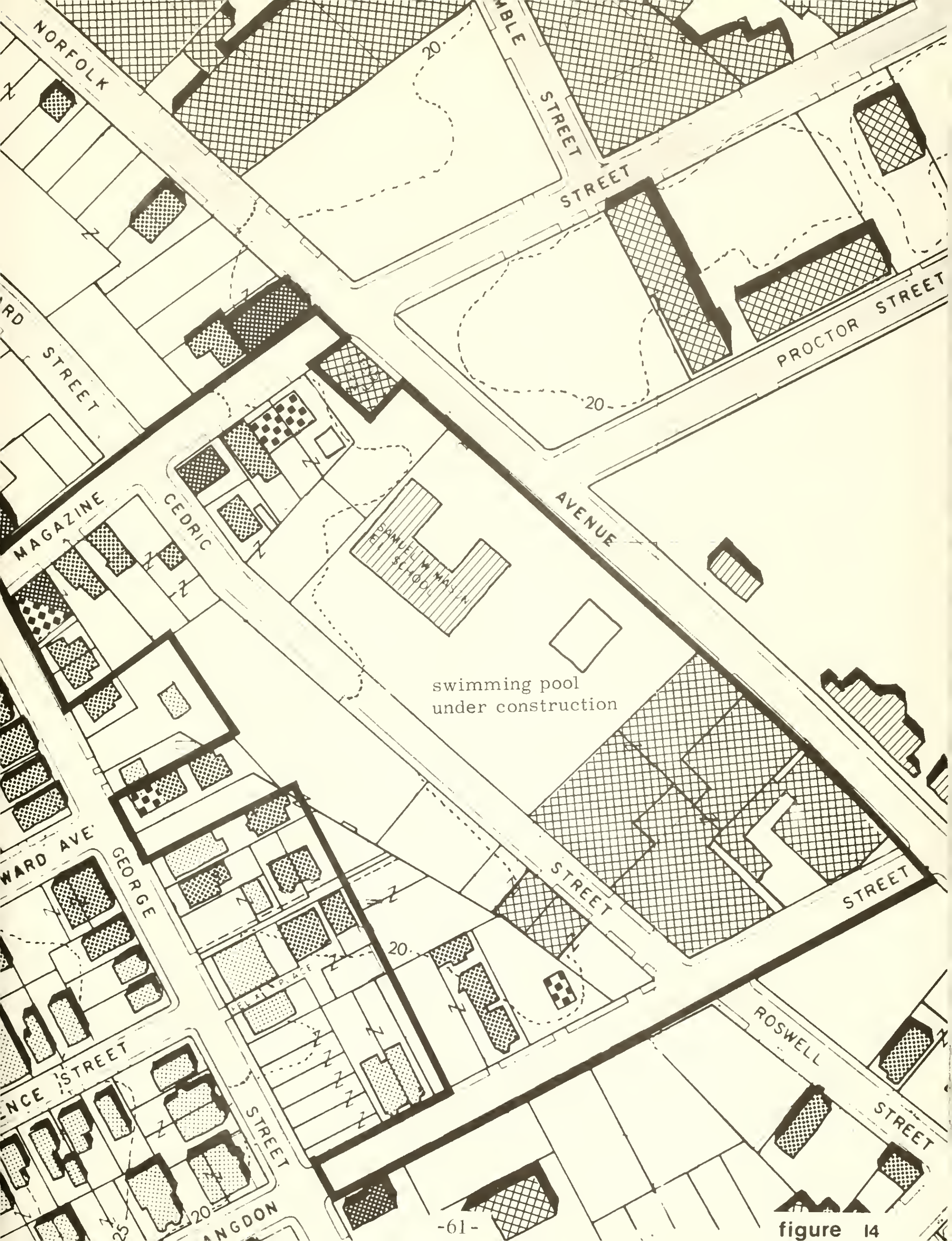

NORFOLK
MBLE STREET
STREET
PROCTOR STREET
RD STREET
20
MAGAZINE
CEDRIC
SAMUEL W MASON EL SCHOOL
AVENUE
swimming pool under construction
STREET
STREET
WARD AVE
GEORGE
ELM PLACE
ENCE STREET
STREET
ROSWELL STREET
ANGDON
25

figure 14

Brookside - Minton

This site is a block of almost total industrial uses in a predominately residential area, located three blocks from Washington Street and half a block from Amory Street. It is within easy walking distance of Mendell Elementary, the Roosevelt Schools, and Cornwall playground. The topography is flat and the approximate area of the site is 2 acres.

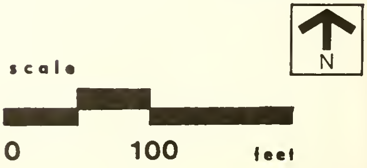
The recommended development envisions low density housing in the form of single family row houses grouped around a public open space where children can play. This arrangement reflects the general character of the surrounding neighborhood.

The feasibility of the site for development is low if not linked with a strong program such as urban renewal because the land, relocation, and demolition would be expensive and acquisition could be difficult. The project would serve to eliminate an incompatible use from the area building a better environment and stronger neighborhood. Because of the difficulties involved and the lack of urgency, the priority for the development of the site is recommended as low.

Housing Type -	Townhouses
Number of Units -	40
Approximate Area -	2 Acres
Density -	20 Units/Acre
City Owned -	0%
Relocation -	
Industry	1
Family	1

LEGEND

░	**residential : condition**	**good**
▒		**fair**
▓		**poor**
▥	**institutional**	
▨	**open space**	
⁘	**commercial**	
▩	**industrial**	
☐	**vacant land**	
3	**families / dwelling**	
v	**vacant building**	



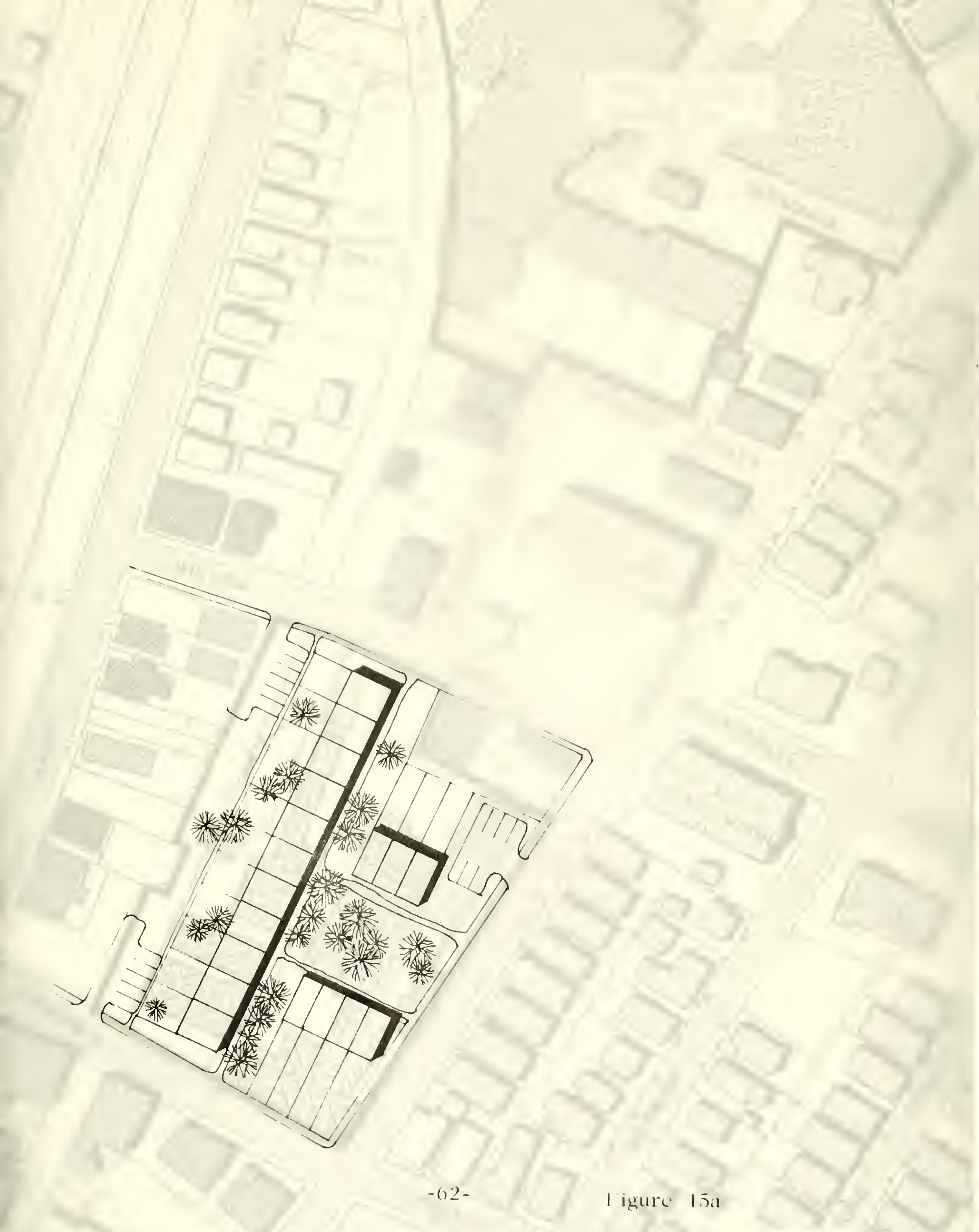


Figure 15a

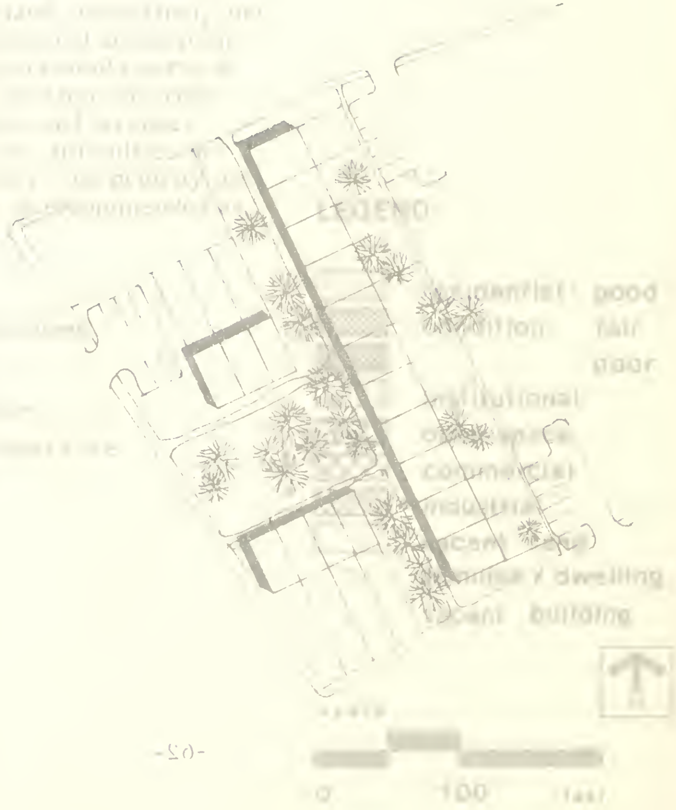
Brookside Minton

[illegible]

[illegible]

[illegible]

[illegible]	[illegible]
[illegible]	[illegible]
[illegible]	[illegible]
[illegible]	[illegible]
[illegible]	[illegible]
[illegible]	
[illegible]	[illegible]
[illegible]	[illegible]



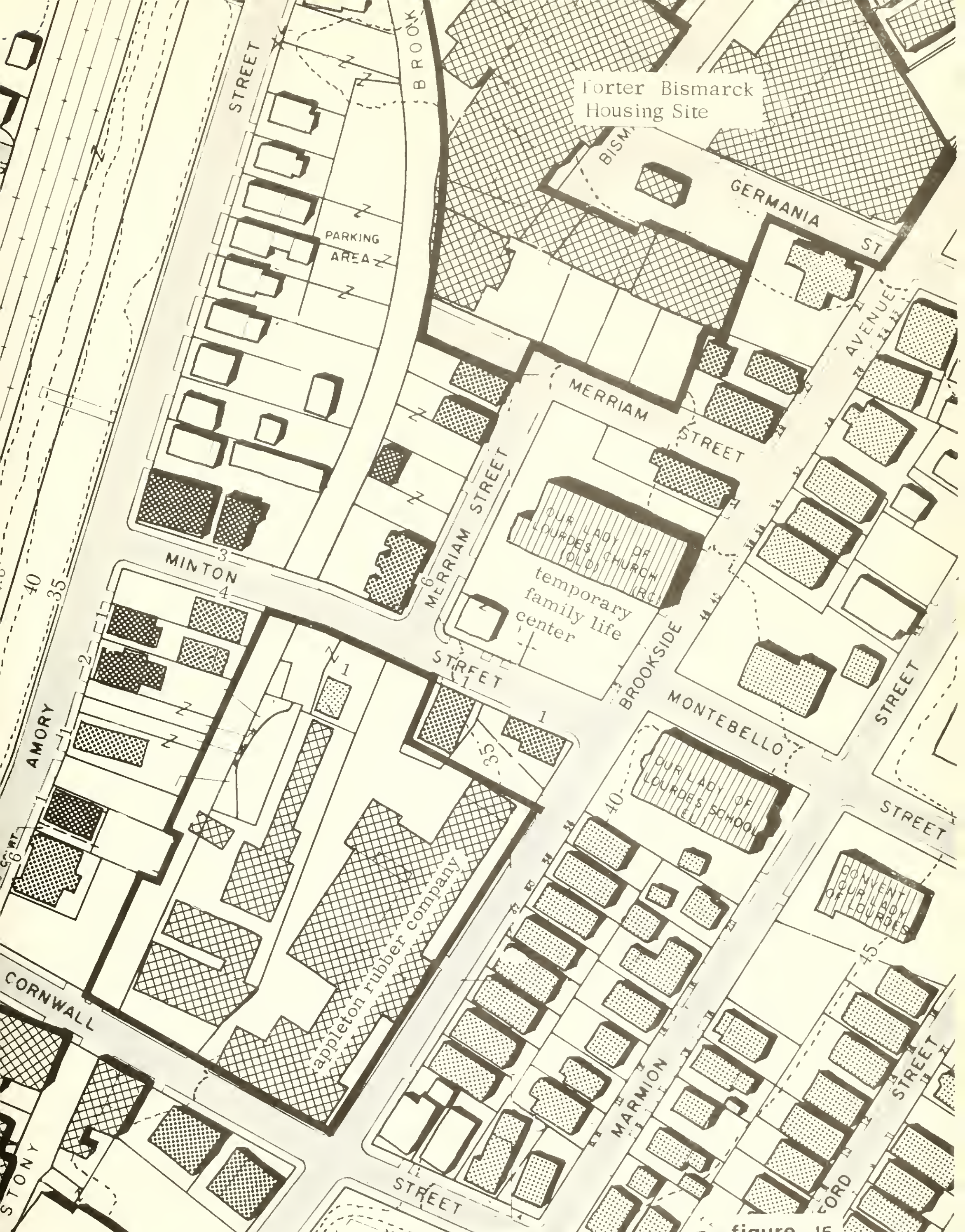

Forter Bismarck
Housing Site
BROOK
STREET
PARKING
AREA
BISM
GERMANIA
ST
AVENUE
MERRIAM
STREET
MERRIAM STREET
OUR LADY OF LOURDES CHURCH (OLD) (RC)
temporary
family life
center
MINTON
STREET
BROOKSIDE
MONTEBELLO
OUR LADY OF LOURDES SCHOOL (EL)
STREET
CONVENT OUR LADY OF LOURDES
AMORY
CORNWALL
appleton rubber company
MARMION
STREET
FORD
STREET
STONY
40
35
3
4
2
1
6
35
40
45

figure 15

Porter - Bismarck

This site replaces a present industrial use in an otherwise residential area. It is on the former site of the Haffenreffer Brewery directly adjacent to the existing neighborhood community center and tot-lot. It is near the public transportation and commercial services three blocks away on Washington Street. Mendell Elementary and Roosevelt Middle Schools are also close by. The land is mostly flat but slopes down slightly on the western side.

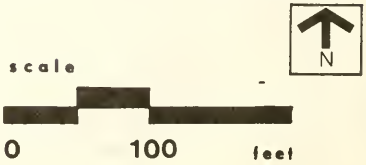
The recommended proposal for this site arranges housing to provide small inner spaces for child recreation away from streets. A portion of the site is reserved for a much needed neighborhood playground.

The feasibility of the project depends upon strong development programs such as Urban Renewal to provide adequate funds for acquisition, demolition, relocation, general site improvement, and land write down. A development of 50 units would be difficult in any location without the problems involved here. However, to increase the number of units to create more than a medium density would be damaging to the existing balance. Priority here is suggested as moderate.

Housing Types -	Townhouses Duplex and Flats	
Number of Units -	80	
Area -	3. 2 Acres	
Density -	25 Units/Acre	
Relocation -	good	2 Units
	fair	6
	poor	10
		18

LEGEND

░	**residential : condition**	**good**
▒		**fair**
▓		**poor**
▥	**institutional**	
▨	**open space**	
▦	**commercial**	
▩	**industrial**	
☐	**vacant land**	
3	**families / dwelling**	
v	**vacant building**	



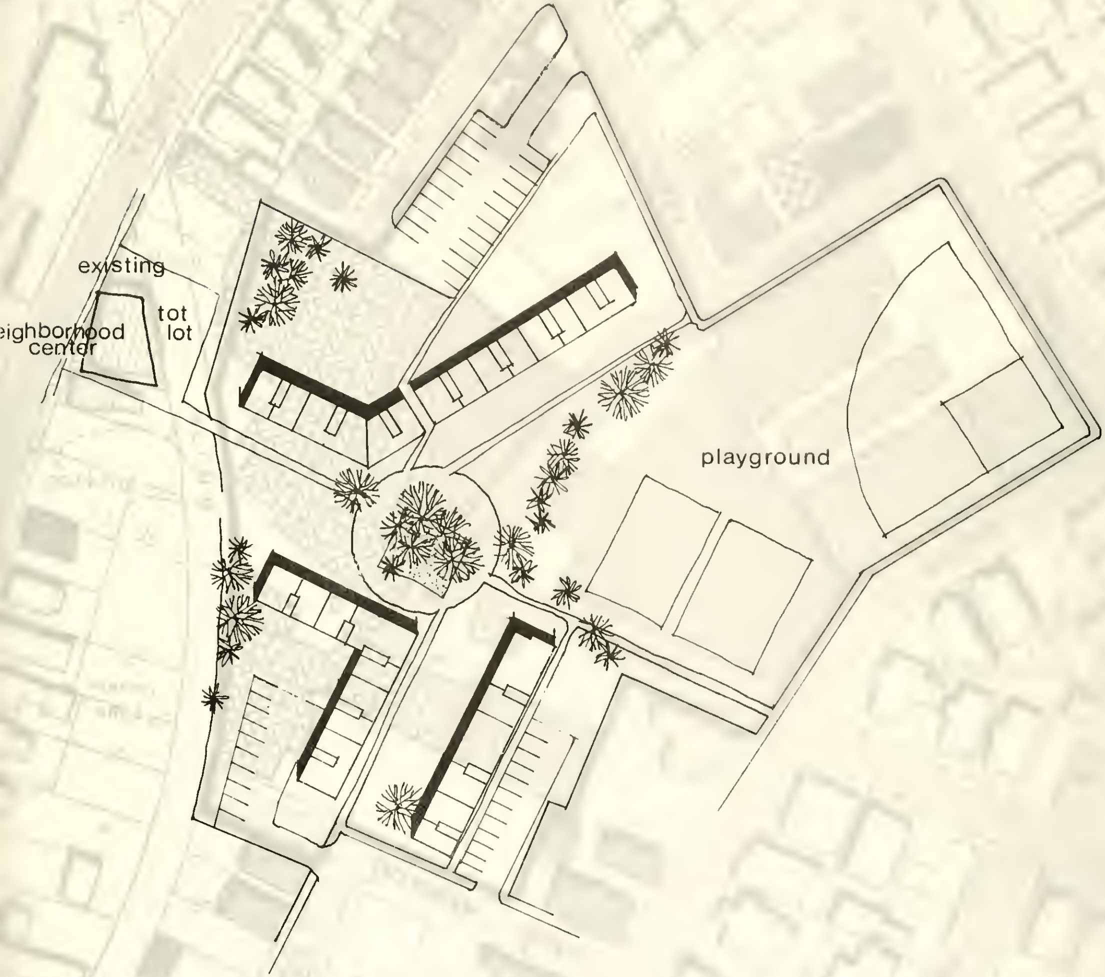


Figure 16a

Porter - Bismarck

[illegible]

[illegible]

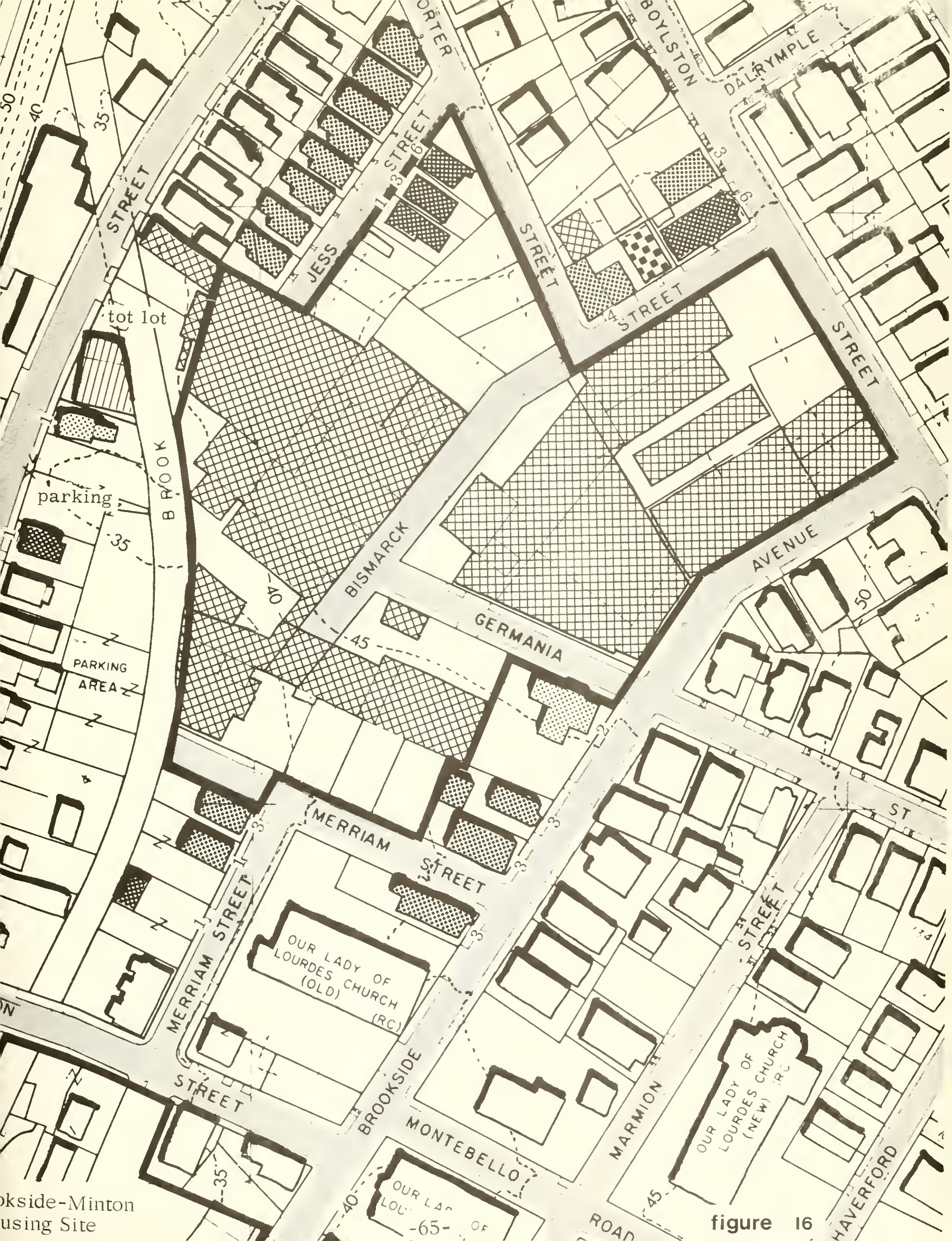
[illegible]

LEGEND

residential - good
condition fair
poor
institutional
open space
commercial
industrial
vacant land
families / dwelling
vacant building

scale

0 1100 feet



okside-Minton
using Site

figure 16

References/Housing:

1 Boston Redevelopment Authority, Tabulation Prepared by Mary Tompkins, BRA Research Department

2 Justin Gray Associates, Housing Needs and Priorities, a Report Prepared for the City of Boston Model Cities Administration (Cambridge, Massachusetts: JGA, September 1970), Vol. 1, p. 2

3 Housing Needs and Priorities, Vol. 1, p. 29

4 Housing Needs and Priorities, Vol. 1, p. 18

5 Boston Redevelopment Authority, Tabulation Prepared by Mary Tompkins, BRA Research Department

6 Housing Needs and Priorities, Vol. 1, p. 26

7 Boston Redevelopment Authority, Tabulation Prepared by Mary Tompkins, BRA Research Department

8 Housing Needs and Priorities, Vol. 1, p. 28

9 Housing Needs and Priorities, Vol. 1, p. 14

10 Boston Redevelopment Authority, Tabulation Prepared by Mary Tompkins, BRA Research Department

11 Housing Innovations, Inc., Field Survey

12 Conclusion reached by Housing Needs and Priorities, Vol. 1 p. 29-30, and endorsed by Housing Innovations, Inc.

13 Housing Needs and Priorities, Vol. 1, p. 62-63

COMMERCIAL DEVELOPMENT

II. COMMERCIAL DEVELOPMENT

A. THE SETTING

B. TRENDS

1. Decrease in Population
2. Low Income
3. Competition from Other Areas
4. Crime
5. Summary

C. ACTIONS LEADING TO IMPROVEMENT OF COMMERCIAL AREAS

1. New Construction
2. Rehabilitation
3. Public Improvements
4. Demolition

D. CLASSIFICATION OF COMMERCIAL AREAS

1. Major Commercial Centers
2. Neighborhood Business Areas
3. Convenience Centers
4. Auto Service
5. Commercial Strips

E. RECOMMENDATIONS FOR SPECIFIC SITES

1. Dudley Station

    a. Creating New Parking Lots
    b. Improving the Pedestrian Environment
    c. Improving Service and Delivery Circulation
    d. Encourage Remodelling of Stores

2. Grove Hall

    a. Increase Available Parking
    b. Rational Growth Plan

3. Egleston Station

    a. Providing Parking Space
    b. Encouraging New Business
    c. Create a New Commercial Site

II. COMMERCIAL DEVELOPMENT

A. THE SETTING

This section of the report is concerned with retail businesses in the Model Cities Area and their groupings into business areas of different sizes. Historically, businesses in the Model Cities Area developed at the original village and town centers which were situated at the intersections of main streets, or were located at railroad or rapid transit stops. Later, neighborhood business strips developed along major streets. These once thriving business areas have responded to changes in marketing concepts as automobile ownership has increased, as well as to economic changes in the Model Cities Area, and as a result, the physical condition of business areas is at an extremely low point. Vacant stores and offices, traffic congestion, lack of adequate parking, deterioration of buildings, and a general lack of amenities are to be found in the numerous business centers of the Model Cities Area.

B. TRENDS

The trends which have affected commercial development are the following:

1. Decrease in Population

The decline in population from 80,000 persons in 1950 to 49,000 in 1970 has meant the loss of thousands of potential customers at local stores over a twenty year period. The population loss is part of the explanation for the large number of vacant stores.

2. Low Income

The Model Cities Area continues to be a low income area. As was noted in the section on Housing, the proportion of households with low incomes has, in fact, increased. The restricted buying power of the population limits the profitability of existing stores and the development of new ones.

3. Competition from Other Areas

The trend towards the use of automobiles for shopping not only permits some residents of the MCA to shop at stores with parking either within or outside the area, but also exposes the shopper to stores which may offer lower prices, more variety, and greater convenience. Sales are thus lost to small, local stores.

4. Crime

Stores in the Model Cities Area are plagued by robbery and vandalism, reducing profit margins and introducing an element of danger into the storekeepers' lives. Crime reduces the incentive to

operate stores in the Model Cities Area and is probably one of the major factors influencing decisions to close existing businesses. Crime thus affects entrepreneurs directly, as well as indirectly, by its effects on customers, suppliers, and employees, and is reflected in high insurance premiums and scarcity of bank loans.

5. Summary

The poor condition of business areas in the Model Cities Area is adequately explained by the declining number of customers, prevailing low incomes, competition from more modern shopping areas, the high incidence of crime, and the resultant low morale among businessmen.

C. ACTIONS LEADING TO IMPROVEMENT OF COMMERCIAL AREAS

This section of the report reviews the possible actions open to the Model Cities Administration for dealing with the problems of business areas. None of the actions presented below is workable as the sole means of improving the situation. Instead, combinations of actions have to be applied to the particular circumstances of each business area. All such actions must be accompanied by genuine assurances that crime will be deterred.

1. New Construction

The construction of new stores may have some limited application. Since there are so many vacant stores in the area, the only reasons for building new ones would be to improve existing shopping areas or to introduce stores in a new location. Improved facilities would take the form of larger floor areas, sufficient space to accommodate at least two or three stores on a site, off-street parking, better appearance, and improved security and fire resistance. New locations for stores in the MCA are suggested later in this section, generally in conjunction with new housing, whose residents would be the "in-built" customers for the shops.

2. Rehabilitation

Rehabilitation, ranging from major remodelling down to deferred maintenance, painting, and cleaning, is the responsibility of individual merchants, and will only be done in the expectation of continued profitability

and stability in the business area. Little public financial assistance for commercial rehabilitation is available.

3. Public Improvements

The MCA can take the initiative in improving business areas by means of public improvements, such as off-street parking, improved traffic patterns, street furniture and lighting, tree planting, and demolition of dilapidated structures. These improvements have to be considered as the public part of an overall plan for improving a business area, in which the private contribution will be the improvement of individual stores by their owners, acting together. The location of new housing near existing areas will help sales and help provide the incentive for private rehabilitation.

4. Demolition

The demolition of vacant stores will help the appearance of the major arterial streets, increase safety, and perhaps provide sites for other uses. Demolition could take place under either of the following circumstances. If the building is dilapidated or burnt out, it can be demolished as part of the city's police power to remove safety hazards. If the vacant store (in any condition) is part of an urban renewal area, the building can be acquired and demolished in order to accomplish goals of the renewal program. But in the case of vacant stores in safe condition and located outside of urban renewal projects, there is little that can be done to remove them. The possibilities of converting them to other uses, such as offices or even residences, should be explored.

D. CLASSIFICATION OF COMMERCIAL AREAS

HII made a detailed field survey locating commercial establishments within the MCA, and mapped these locations. The business areas were classified into suitable categories according to their size, variety of goods and services offered, the market area served, and the physical configuration of the stores within the street layout. This classification is based on definitions in the Community Builders Handbook (Urban Land Institute, 1968):

1. Major Commercial Centers: 100, 000 - 300, 000 sq. ft.
   Junior department store, variety store, supermarket, and other stores.
2. Neighborhood Business Areas: 30, 000 - 100, 000 sq. ft.
   Supermarket, drugstore, and other stores.
3. Convenience Centers: Up to 30, 000 sq. ft.
   Food store is the main component.
4. Auto Service: Vary in size and type of establishment.
   Specialized services for automobiles and drivers.
5. Commercial Strips: Consists of commercial establishment stretching along a major traffic artery. It may fulfill the function of types 2, 3, and 4 above.

1. Major Commercial Centers (See Fig. 17)

Major commercial centers offer a wide range of goods and services and serve a population of 40, 000 to 150, 000 persons. The shops and stores required for inclusion in this category include a large supermarket, a junior department store and a variety store, as well as a full range of smaller commercial establishments. The

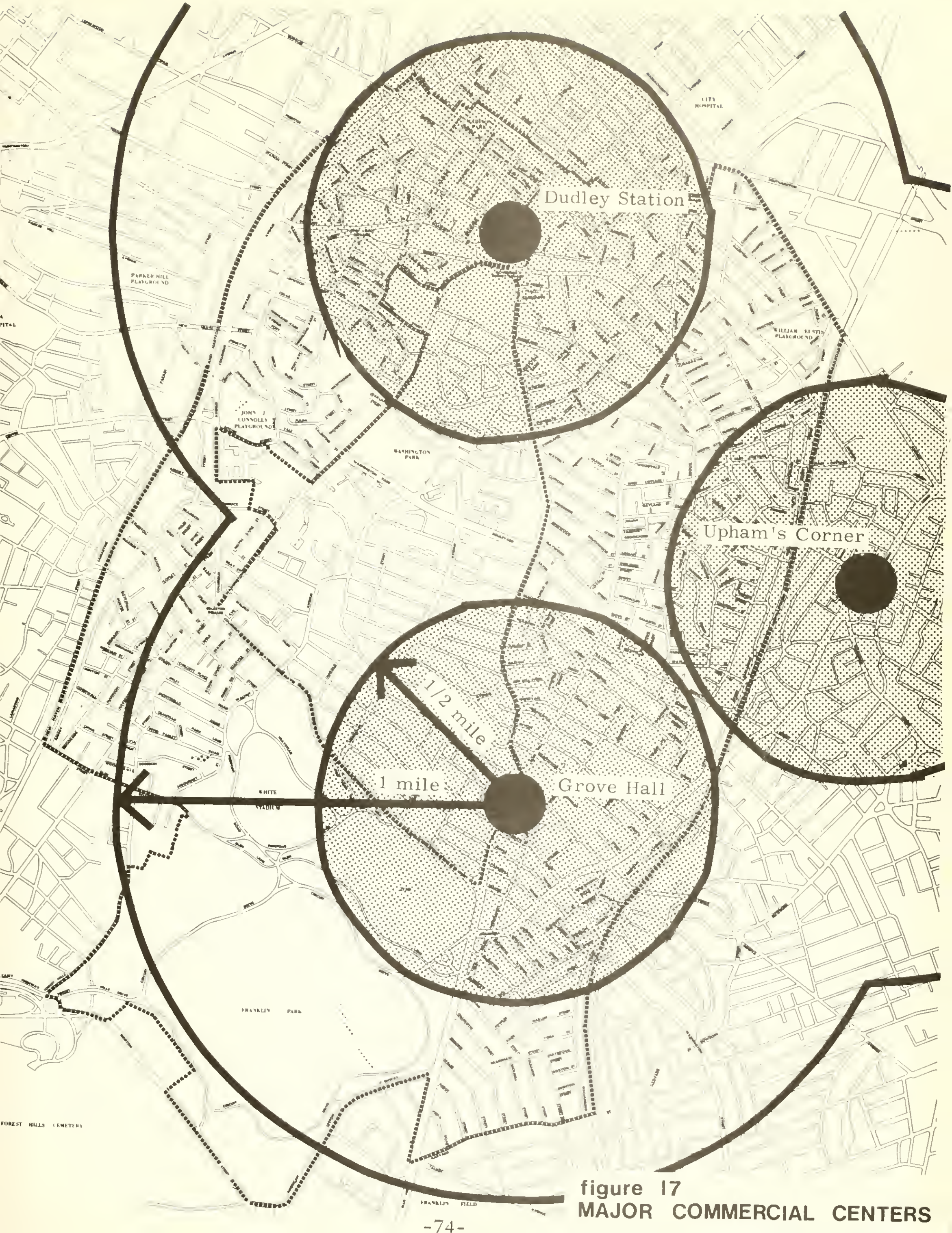


figure 17
MAJOR COMMERCIAL CENTERS

average minimal site is about 10 acres, the trade area radius is approximately one-half to one mile, or 10-15 minutes travelling time.

The MCA has only one center, Dudley Station, within its boundaries which meets the above description. Grove Hall, the second largest center, does not fully meet these requirements. In addition, Uphams Corner, just outside the area, serves some residents of the MCA living in its vicinity. Each of these centers maintains a fairly active, although declining business. The decrease in business is due to the large decrease in population and buying power of the community, as well as to crime and various other factors mentioned earlier.

HII believes that, with help, both Dudley Station and Grove Hall may have sufficient economic momentum to ensure their continued growth, and have sufficient community importance to justify their improvements. Detailed suggestions for immediate and short range improvements provide specific actions for merchants of the area and interested organizations to undertake. (See later section on Specific Sites.)

2. Neighborhood Business Areas (See Fig. 18)

Neighborhood business areas offer a more limited selection of goods and services than the major commercial centers previously discussed. They serve a population of 5,000 to 40,000 persons; their main components usually are a supermarket and a drugstore; they usually cover an area of about four acres; their trade area radius is

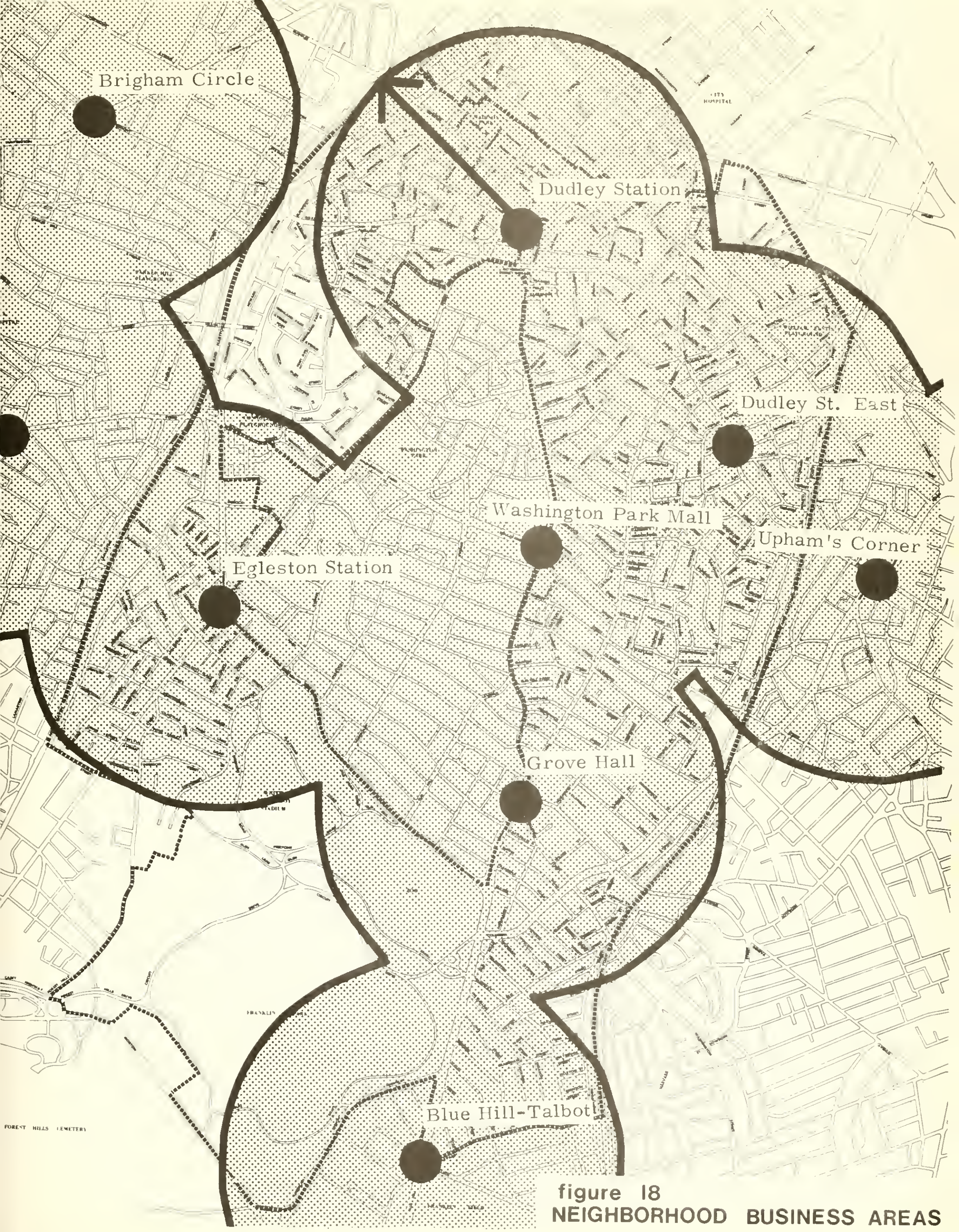


figure 18
NEIGHBORHOOD BUSINESS AREAS

about one-half mile, or 5-6 minutes travelling time.

Within the MCA are four Neighborhood Business Areas: Egleston Station, Washington Park Mall, Dudley Street East, and Blue Hill-Talbot. Grove Hall perhaps actually belongs in this class of centers. Three other similarly sized business areas on the periphery of the area serve only a limited number of Model Cities residents. The major commercial centers also serve as neighborhood business areas for nearby residents.

All neighborhood business areas in the Model Cities Area show physical wear accompanied by declining sales. All of the areas need additional parking and contain buildings which need remodelling, including the recently built Washington Park Mall.

HII sees no opportunity for development of neighborhood business areas in any new location in the Model Cities Area. The area appears to be adequately served in the physical sense, and we do not feel that any new location would fare better economically than those mentioned above.

Dudley Street East is destroyed commercially, although the block adjoining Uphams Corner outside the Model Neighborhood appears to be thriving. We expect little commercial growth to occur in the near future on Dudley Street within Model Cities at anywhere near the scale of a neighborhood business area.

Washington Park Mall and Blue Hill-Talbot should continue to be economically viable if certain remedial steps are taken soon. These steps include lowering the incidence of crime, thereby improving the security of customers.

Egleston Station appears to be physically located in an advantageous position to serve a good sized market area, but has serious physical problems. HII recommends that serious consideration be given to a program of revitalization for Egleston Station. (See later section on Specific Sites.)

3. Convenience Centers (See Fig. 19)

The convenience center or "corner store" is the most numerous of any type of commercial center; however, it offers the least in terms of goods and services. It is generally open at night and often on weekends. A small food store is the main and often the only element of the center. A center of this type can serve 1,500 to 2,500 people within a radius of not much more than one-quarter of a mile, or 5 minutes distance on foot. About 24 of these small business areas can be found scattered throughout the Model Cities Area.

The existing convenience centers are the most physically deteriorated of all business areas surveyed, probably because they operate on a smaller profit margin than do most commercial enterprises. Despite the physical condition of these convenience centers, some of them may be presently economically viable. If these centers can continue to function

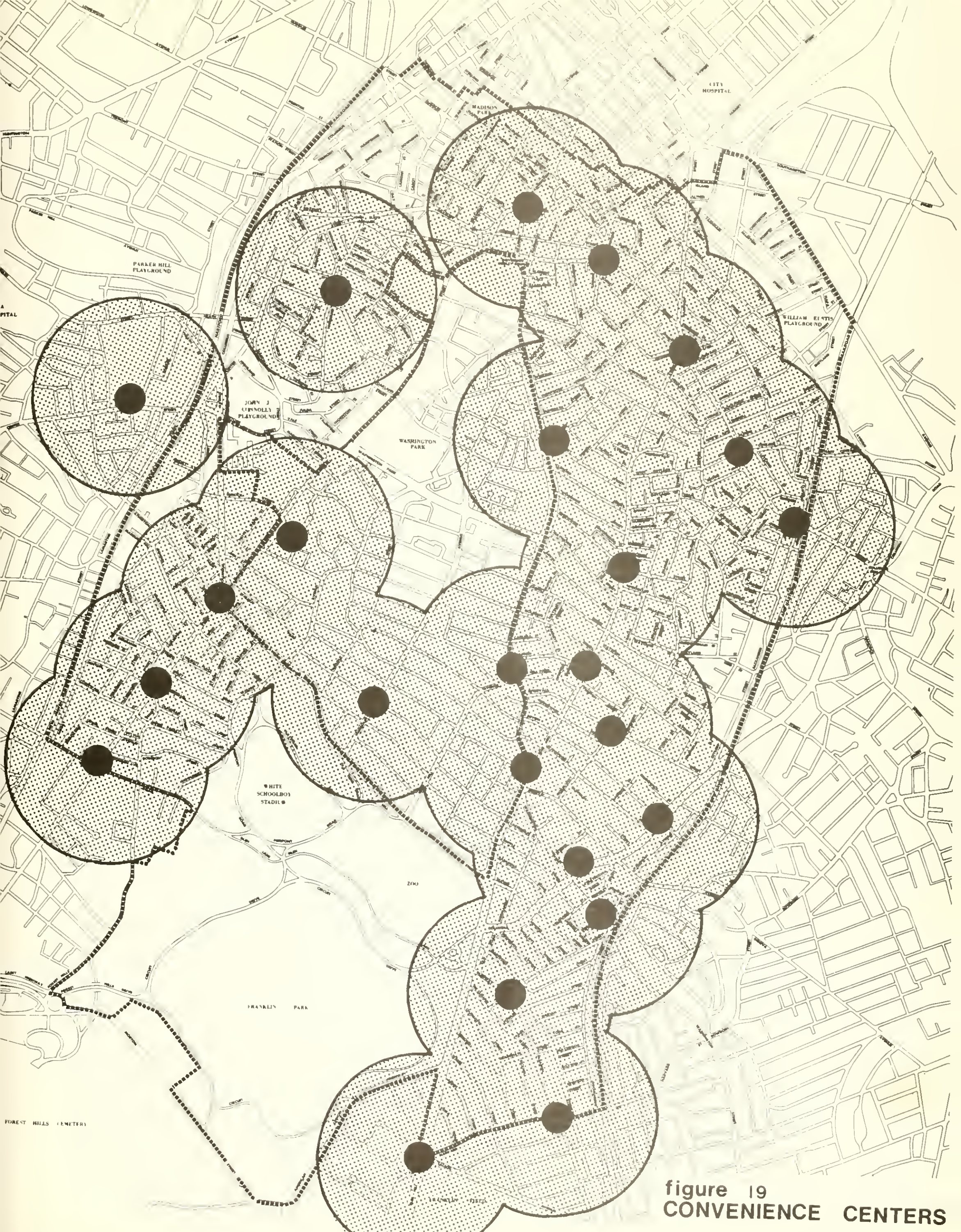


figure 19
CONVENIENCE CENTERS

and serve, they should be encouraged to do so. If they fail, it may be assumed that at this time the need is not great enough to warrant a center of this type at that particular location. Therefore, this type of center should not be replaced unless the replacement is part of an overall renewal of a neighborhood, or if potential new management feels that the location is good and only needs improved operation to be successful.

In our opinion, the most likely venture to succeed at any new convenience location, if any new commercial use is to succeed at all, is a fast-stop "mini-shopping center" with a minimum of two or three shops. This operation requires reasonably good automobile access and parking for approximately 20 cars. The rentable area required is from 2,000 to 4,000 sq. ft. The two or three shops reinforce each other's sales and usually consist of a "mini-supermarket", a drugstore, and some other shop. In the Model Cities Area, this other entity could well be a gasoline station (which is one of the few commercial ventures to have succeeded in the area). HII believes that this combination is worth further investigation by contacting actual firms. A caution: the drugstore may prove infeasible in this mix because most drugstores cannot operate in the area due to the likelihood of their being criminally victimized. The most feasible mix is a gasoline station and a "mini-supermarket" or "superette". Both are open about eighteen hours a day and will furnish mutual surveillance on each other's operation.

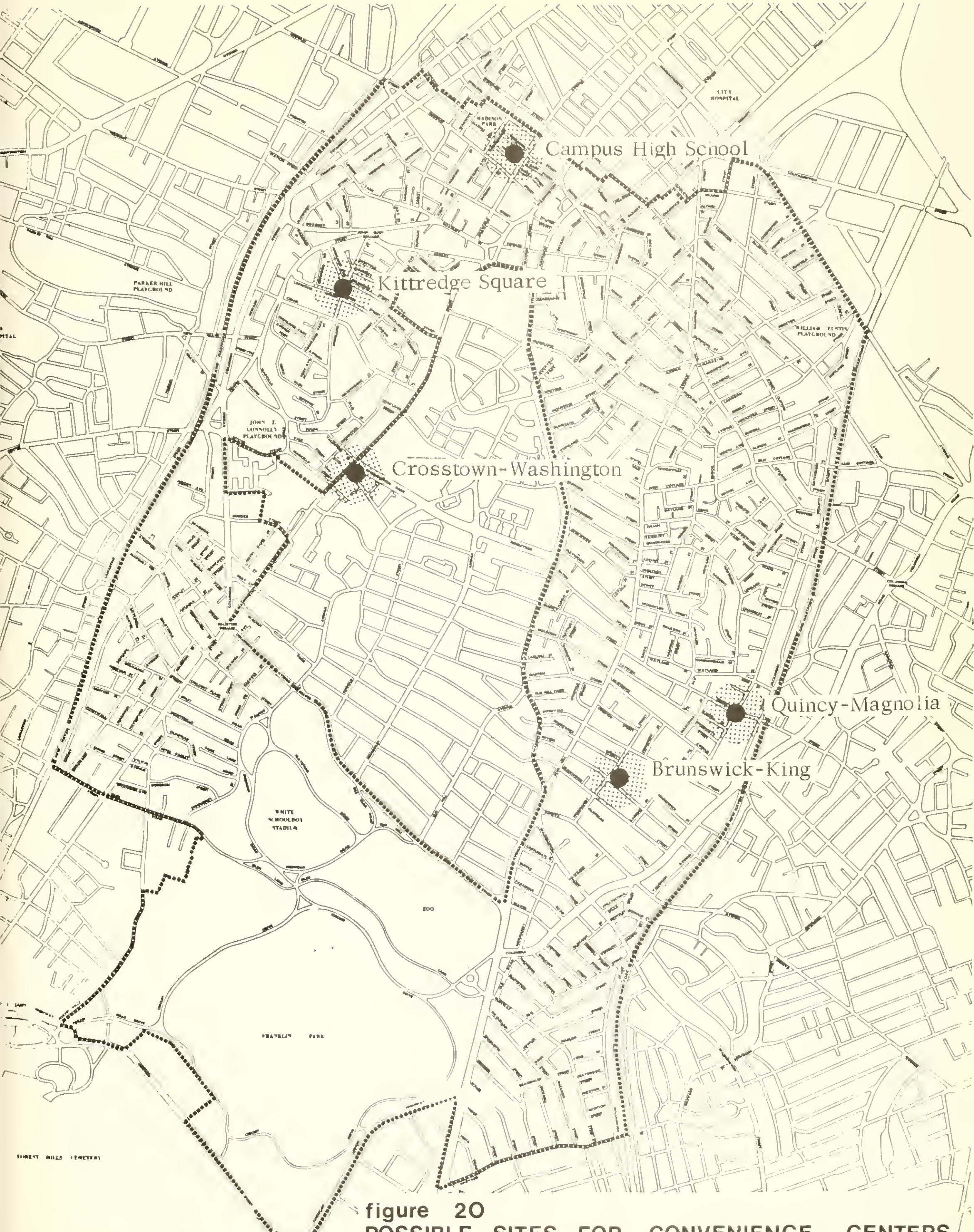


figure 20
POSSIBLE SITES FOR CONVENIENCE CENTERS

Liquor stores are another type of commercial venture which continues to be economically successful in the area. Consideration should be given to the possible use of such establishments in the formation of economically viable, new convenience center developments.

HII suggests some locations at which convenience centers would be viable if built in conjunction with new housing: (See Fig.20)

The Campus High School Development will need a convenience center within its boundaries to serve the families who will occupy housing planned for the area. Currently, such a center is programmed to be built together with the new housing and school.

Crosstown - Washington Street is a location to be developed heavily for housing with at least 300 new units proposed both in Model Cities and Washington Park.

Quincy - Magnolia is a third possible site for a convenience center, as part of a development containing new housing and an elementary school. It is the least feasible of the recommended sites because of the more remote possibility of new housing on Quincy Street.

Other sites to be considered are located in the Kittridge Park and the Brunswick-King Urban Renewal Areas.

4. Auto Service (See Fig.21)

Commercial services for automobiles constitute an element in the commercial plan which must be considered separately from other retail business areas because of their different facilities and locational require-

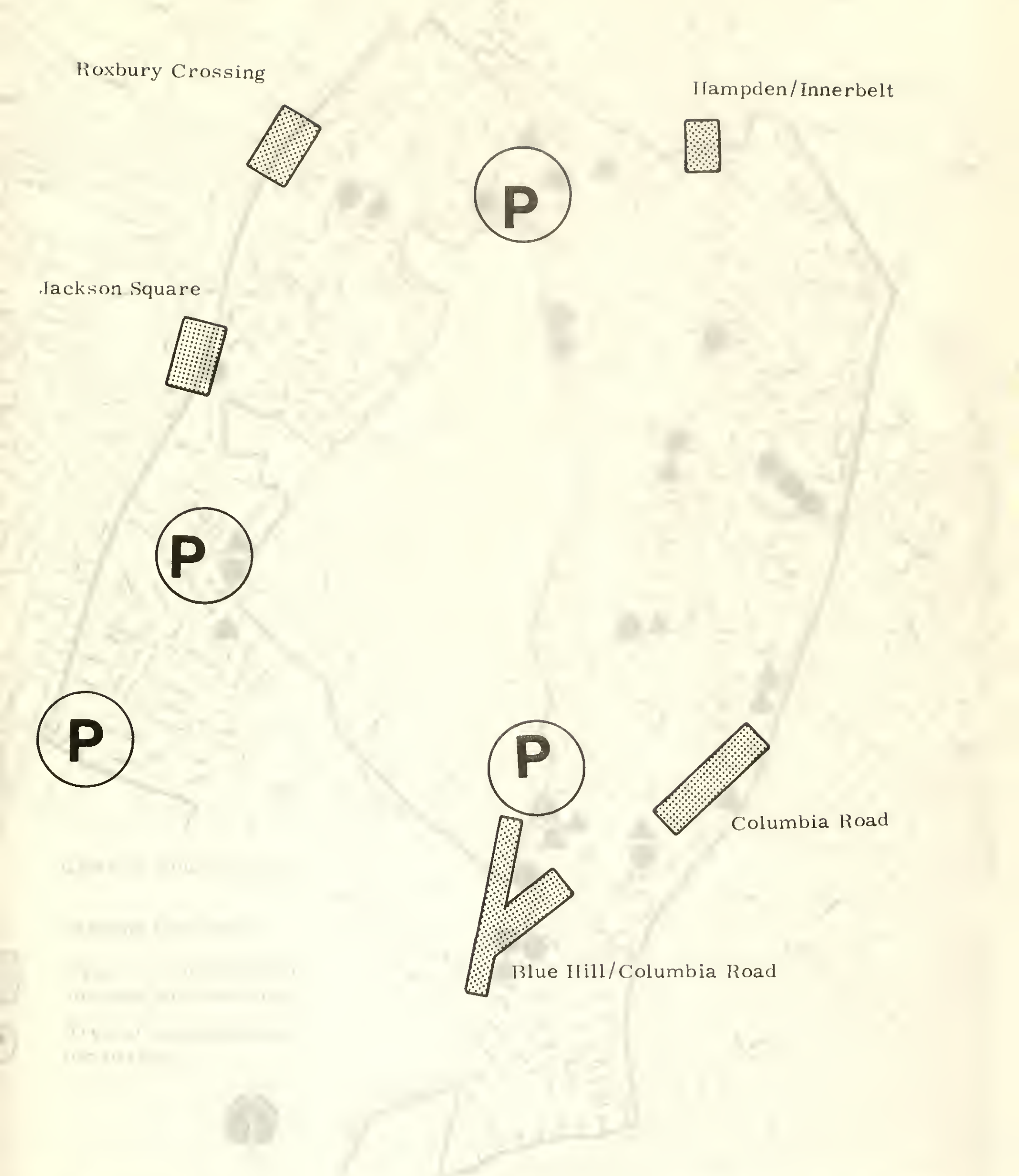


figure 21a
PROPOSED CHANGES IN AUTO SERVICES

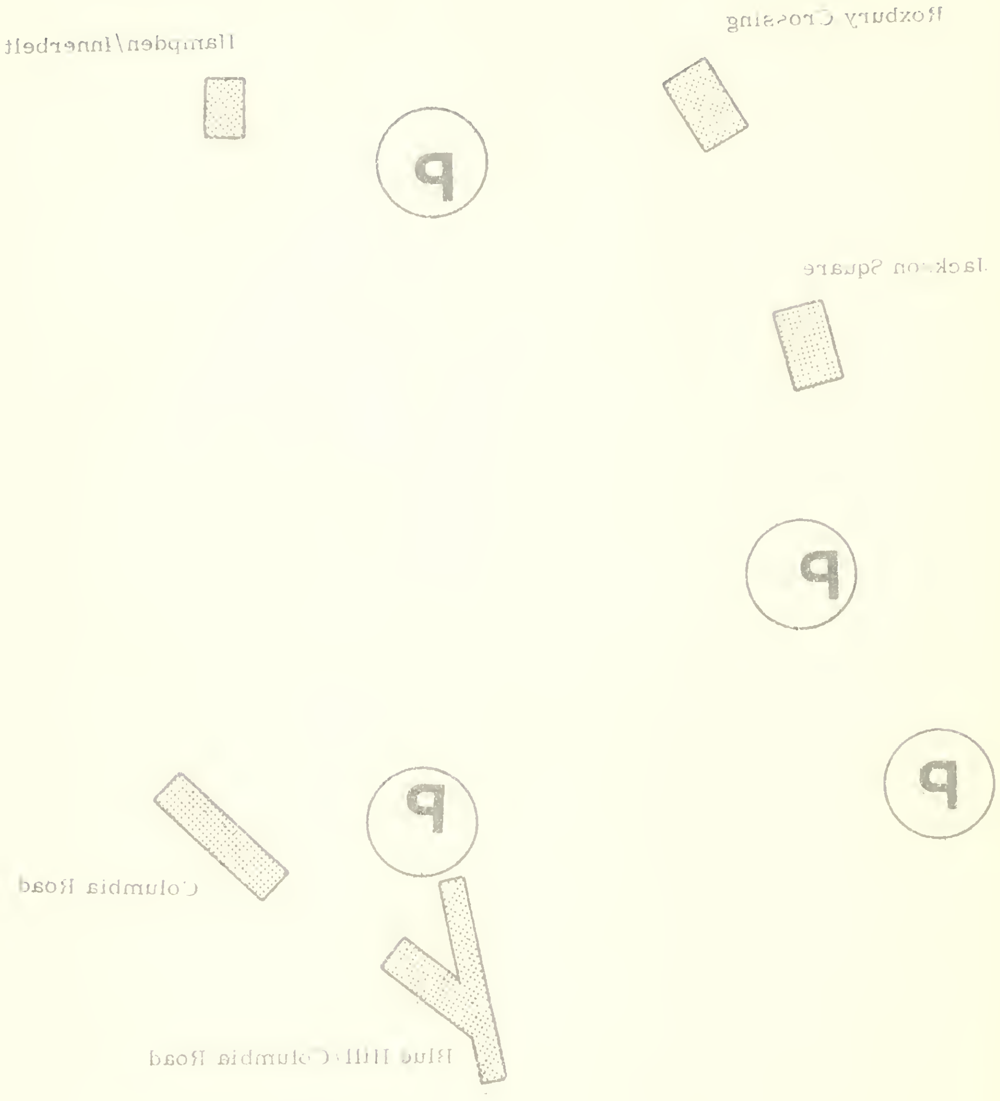


figure 21a
PROPOSED CHANGES IN AUTO SERVICES

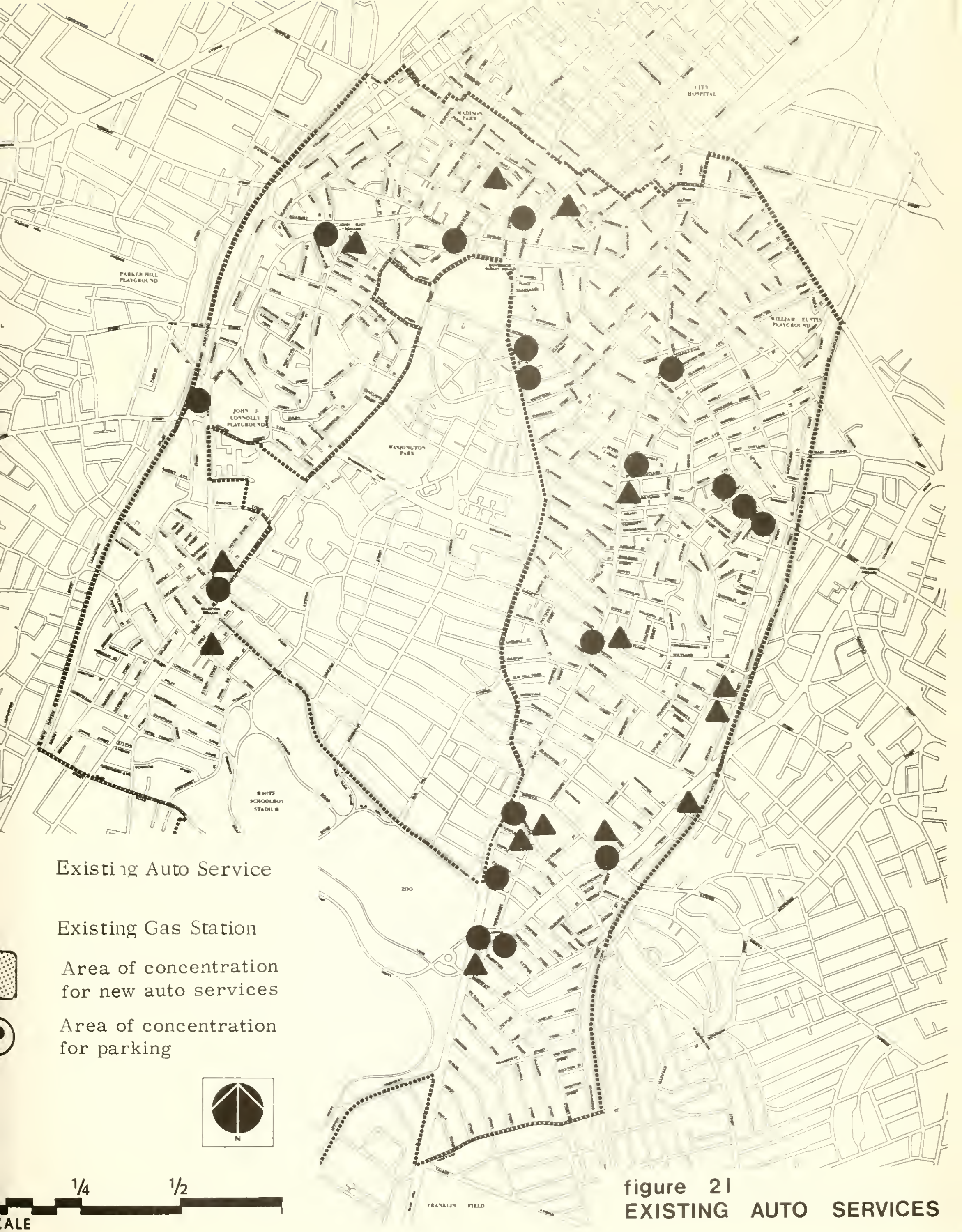


figure 21
EXISTING AUTO SERVICES

ments. This type of business use includes gas stations, auto service and repair shops, parts sales, car washes, and new and used car showrooms or lots. The area required for such facilities can vary enormously from a minimum of 4,000 sq.ft. to several acres. The preferred location is normally along major traffic arteries where there is a high volume of passing traffic.

In visual appearance, auto services usually have an industrial character. They are housed in very utilitarian structures, usually set back from the street in paved lots full of parked cars, and have bright signs and lighting. The noise level from these businesses is frequently high. Residential areas should be adequately buffered from such facilities.

HII recommends the following criteria for locating new or relocated auto oriented businesses: they should be situated on the edges of residential neighborhoods; they should be situated along the major arterial streets or proposed major roadways, where they will be exposed to large volumes of automobile traffic; and in cases in which they abut residential areas, they should be screened by planting or fences to cut down views and glare at night. Suggested locations for new or relocated auto oriented facilities are shown on Fig. 21a .

5. Commercial Strips (See Fig. 22)

A commercial strip typically consists of a mixture of shops, service establishments, offices, and auto oriented businesses stretching

along a major traffic artery where land has been zoned for commercial use. Exposure and access to the automobile was the original rationale for such a layout, although convenience stores in a strip also serve pedestrian customers from nearby residential blocks. Parking for employees and customers is usually on the street, and this situation causes congestion as a result of double parking and cars moving in and out of parking spaces.

The Model Cities Area has three main commercial strips: Dudley Street, Blue Hill Avenue, and Washington Street at Egleston Station, with smaller strips on Warren Street, Columbia Road, and Columbus Avenue. These once prosperous strips are now lined with vacant stores, offices, and vacant lots. The decline of these strips is a result of all the pressures on business areas in the Model Cities Area: not only the loss of population, prevailing low incomes, and the high incidence of crime, but also obsolescence in layout, lack of parking, and competion from "one stop" shopping centers within and outside the area.

The means for dealing with failing commercial strips are limited, except for redevelopment. HII's recommendations follow the same line as previously mentioned: removing vacant stores (if dilapidated) to provide land for more needed uses such as parking, recreation, or housing; reconverting vacant first floors in apartment buildings to residential uses; encouraging adequate parking at viable commercial locations; and, adding new housing to reinforce sales for existing businesses.

Fig. 22a shows where commercial uses are regrouping from former strips into central developments, which should be reinforced. In certain locations, the existing strip use appears to be viable, and should continue with improvements such as those suggested above.

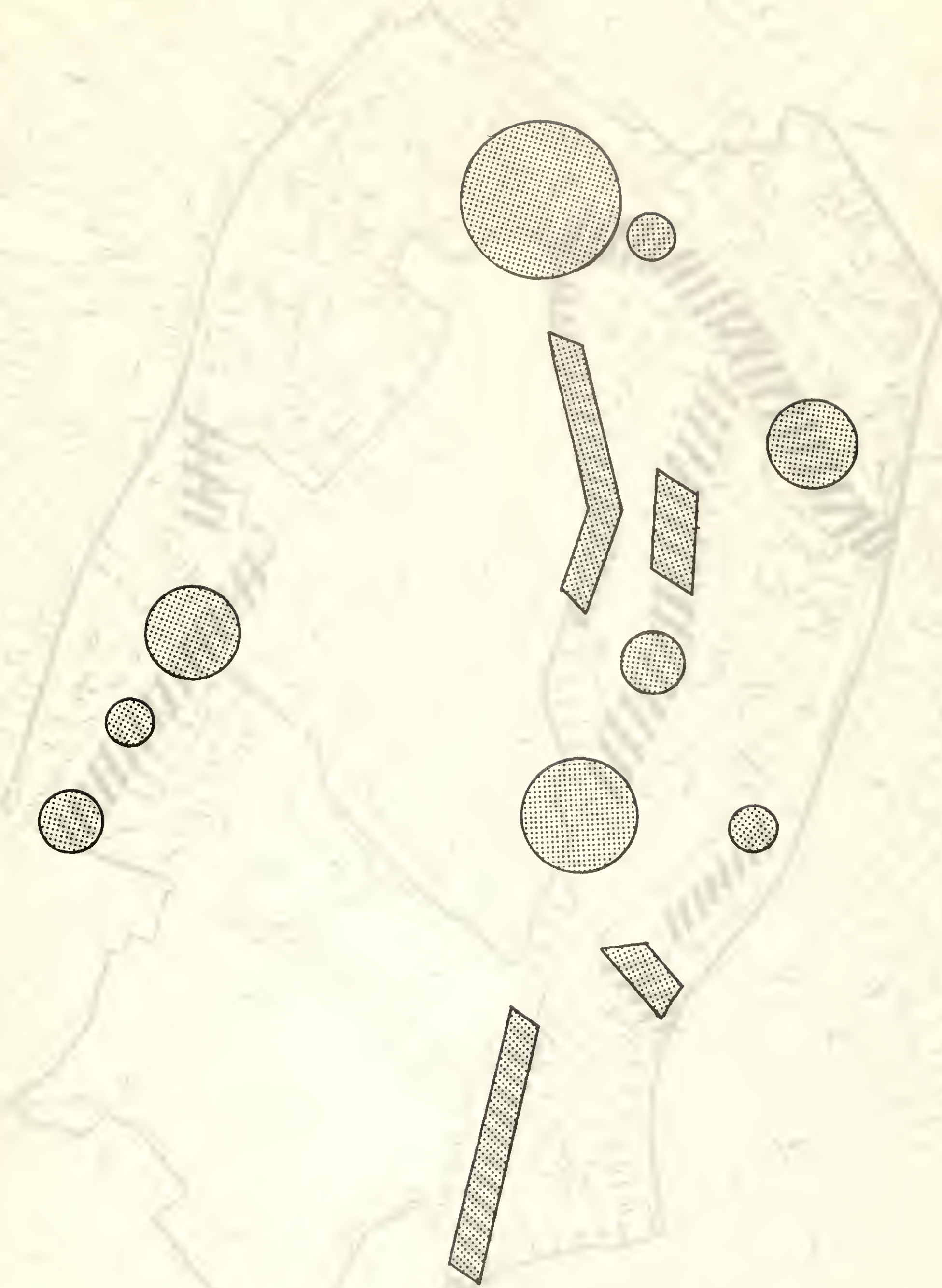


figure 22a
REGROUPING OF COMMERCIAL STRIPS

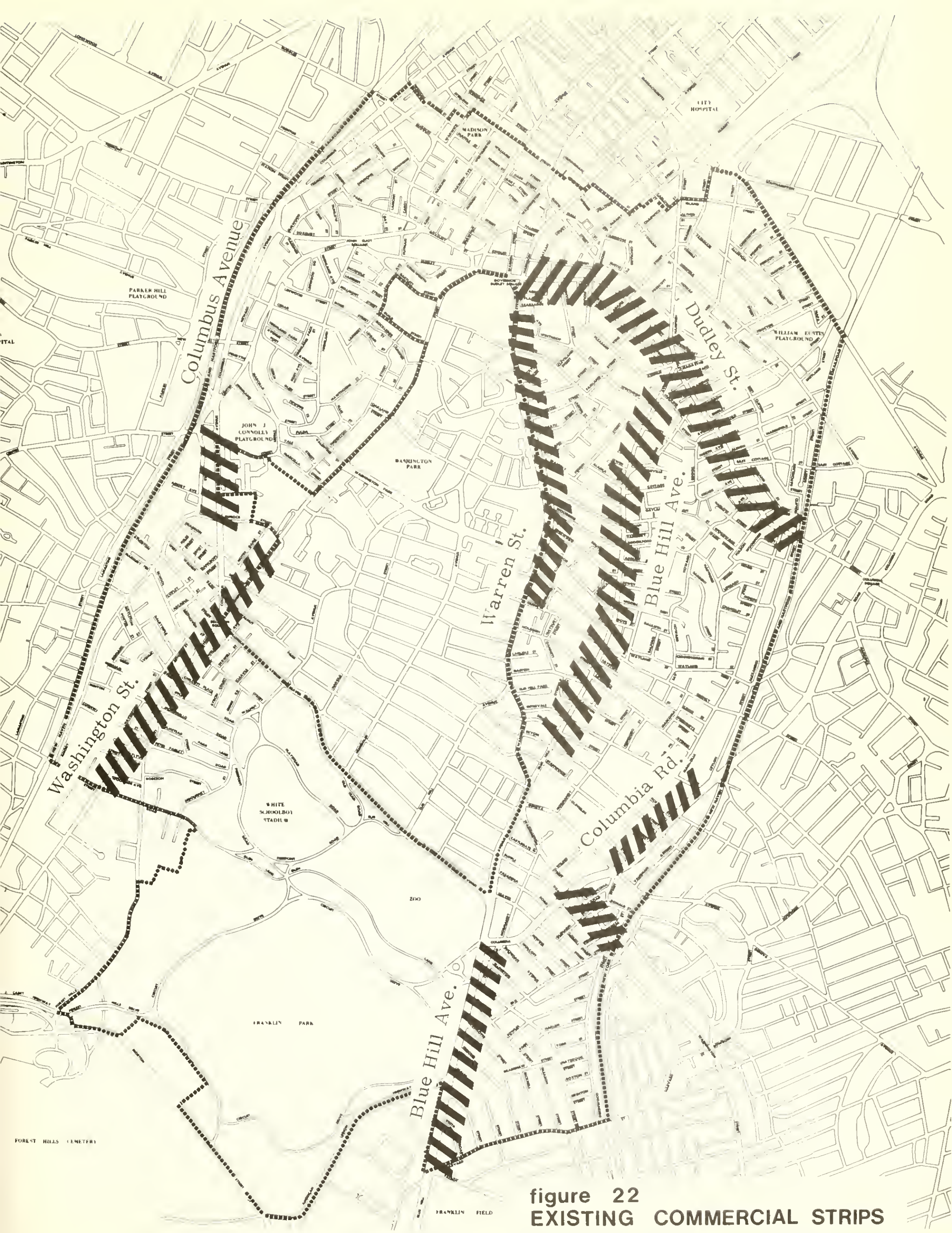


figure 22
EXISTING COMMERCIAL STRIPS

E. RECOMMENDATIONS FOR SPECIFIC SITES

1. Dudley Station

The Dudley Station business area suffers from numerous problems associated with the total economic downturn found in business areas in the Model Cities Area. Only a small number of these problems can be remedied through the physical actions recommended in this report. If the Dudley Station area is to survive and prosper, it must be competitive with other business areas in the price, variety of goods and services, the number and condition of facilities, and in physical appeal or attractiveness. This proposal will deal only with the ways in which the Model Cities Administration, working together with the merchants, can provide some of the needed facilities and improve the quality of the physical environment.

Three basic physical problems have to be resolved in the Dudley Station area: the MBTA "elevated" line and station, the circulation of traffic, and parking. Other problems are the lack of city services and the high incidence of crime.

MBTA "Elevated": HII assumes from the history of the relocation of the "elevated" that no action will be taken for at least five years. Therefore, for the purposes of this plan, we assume that the "elevated" will remain. We also assume that cleaning and painting of this structure is clearly desirable for the well-being of the area.

Circulation of Traffic: A plan for circulation of traffic is being dealt with separately under another consulting contract to the Model Cities Administration. An application to the federally funded TOPICS program has been made to fund the installation of street improvements, traffic signals, and lighting. These items are presently undergoing engineering design.

Parking: Automobile parking in and around Dudley Station area suffers from the paradoxical problem that some lots are overused; drivers double and triple park on streets, blocking traffic, while some lots are nearly deserted. The need for a more efficient use of available parking areas is evident, and will become more so when the new government center opens.

Recommendations

HII proposes a modest program of physical improvements for the Dudley Station business area.

a. Creating New Parking Lots. Existing parking lots and most of the underused land are found on or near Harrison Avenue and Shawmut Street. Nearly all of the stores face onto Washington and Warren Streets. This existing arrangement of shops seems to be workable and should be strengthened.

   Accordingly, all new parking lots proposed here (see Fig. 23) are located either on Harrison Avenue or Shawmut Street. The following principles should guide the layout of such lots:

-Parking areas should be well lighted and watched by security guards.

-Parking fees should be of minimal cost, preferably free.

-Existing open land should be considered for conversion to parking lots.

-Where possible, parking lots should be joined together, and circulation in terms of entrances and exits should be coordinated; customers looking for parking should be able to find it easily without having to explore every lot in the area.

-Signs on the main streets should direct drivers to parking areas.

-Lots should be landscaped and well maintained.

b. Improving the Pedestrian Environment. The pedestrian environment on the main shopping streets and on the side streets leading up to them should be improved by the following means:

-Security for the shopper must be improved; purse snatching and malicious mischief must be deterred.

-The traffic plan should make provision for pedestrian crossings on the main streets.

-Where applicable, stores should have back entrances to allow customers to enter directly and securely from parking areas.

c. Improving Service and Delivery Circulation. Where possible, stores should make provision to have goods delivered to the rear of the store. Provision for circulation of delivery vehicles may form part of the parking area plan.

d. Encourage Remodelling of Stores. Merchants should be encouraged to improve the appearance of their properties as part of a unified program for the area.

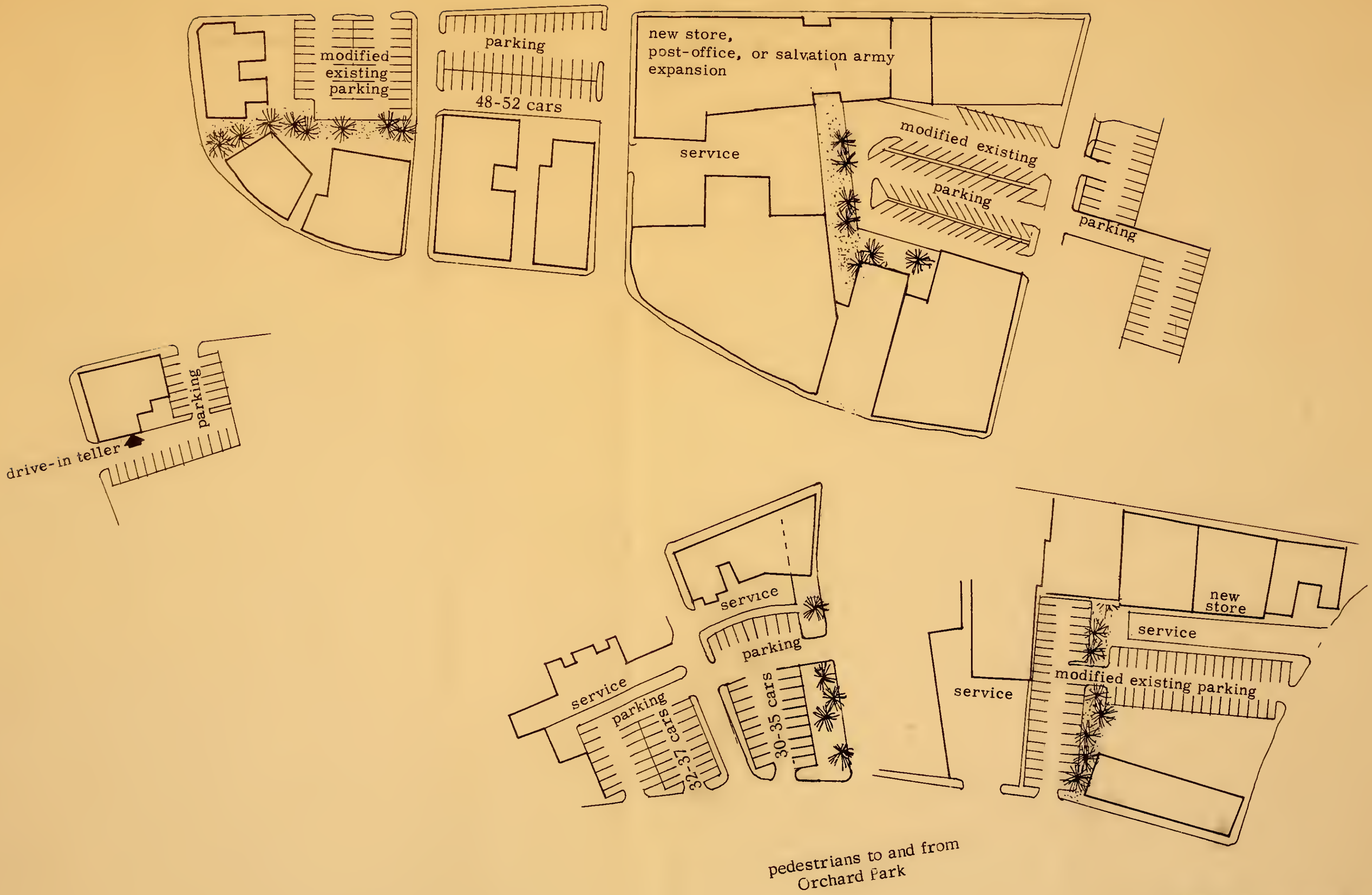

modified existing parking
parking
48-52 cars
new store, post-office, or salvation army expansion
service
modified existing parking
parking
parking
drive-in teller
service
parking
service
parking
32-37 cars
30-35 cars
service
new store
service
modified existing parking
pedestrians to and from Orchard Park

figure 23a
RECOMMENDED CHANGES

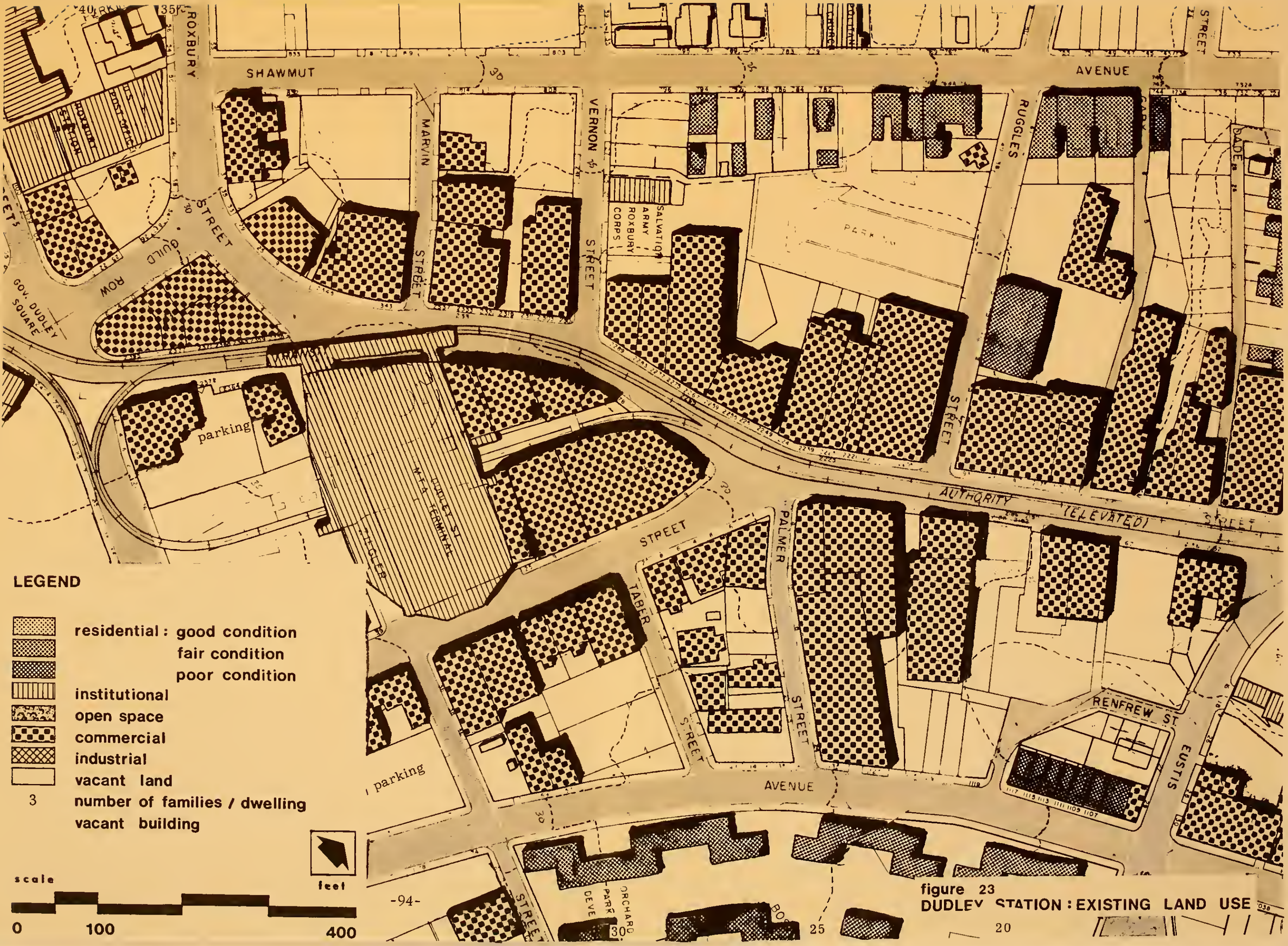


figure 23
DUDLEY STATION: EXISTING LAND USE

2. Grove Hall

Unlike most of the commercial areas in Model Cities, Grove Hall appears to be prospering. One hopes that this impression is not based merely on some new store fronts. After the 1967 riots, which centered on Blue Hill Avenue from Grove Hall to Quincy Street, many local businesses closed or left the area. Much of the affected area remains vacant and gutted while Grove Hall has managed to substantially rebuild and concentrate its resources. Many of the shops at this intersection have been remodeled. New community facilities such as a library and a MCA higher education center have been built. A new fire station and elementary school are planned for the area.

Physical problems of this area are similar to those of any other business area in the Model Cities Area. (See section on Dudley Station.)

Traffic Congestion: Traffic congestion results from the street configuration of the Grove Hall business area, in which Warren and Washington Streets enter Blue Hill Avenue at sharp angles. TOPICS funds should be utilized to pay for channelization improvements, traffic signs and signals, and lighting.

Lack of Parking: The need for adequate parking is of major concern to the merchants of the area.

Recommendations

a. Increase Available Parking. Utilize some vacant land for off-street parking. This parking must:

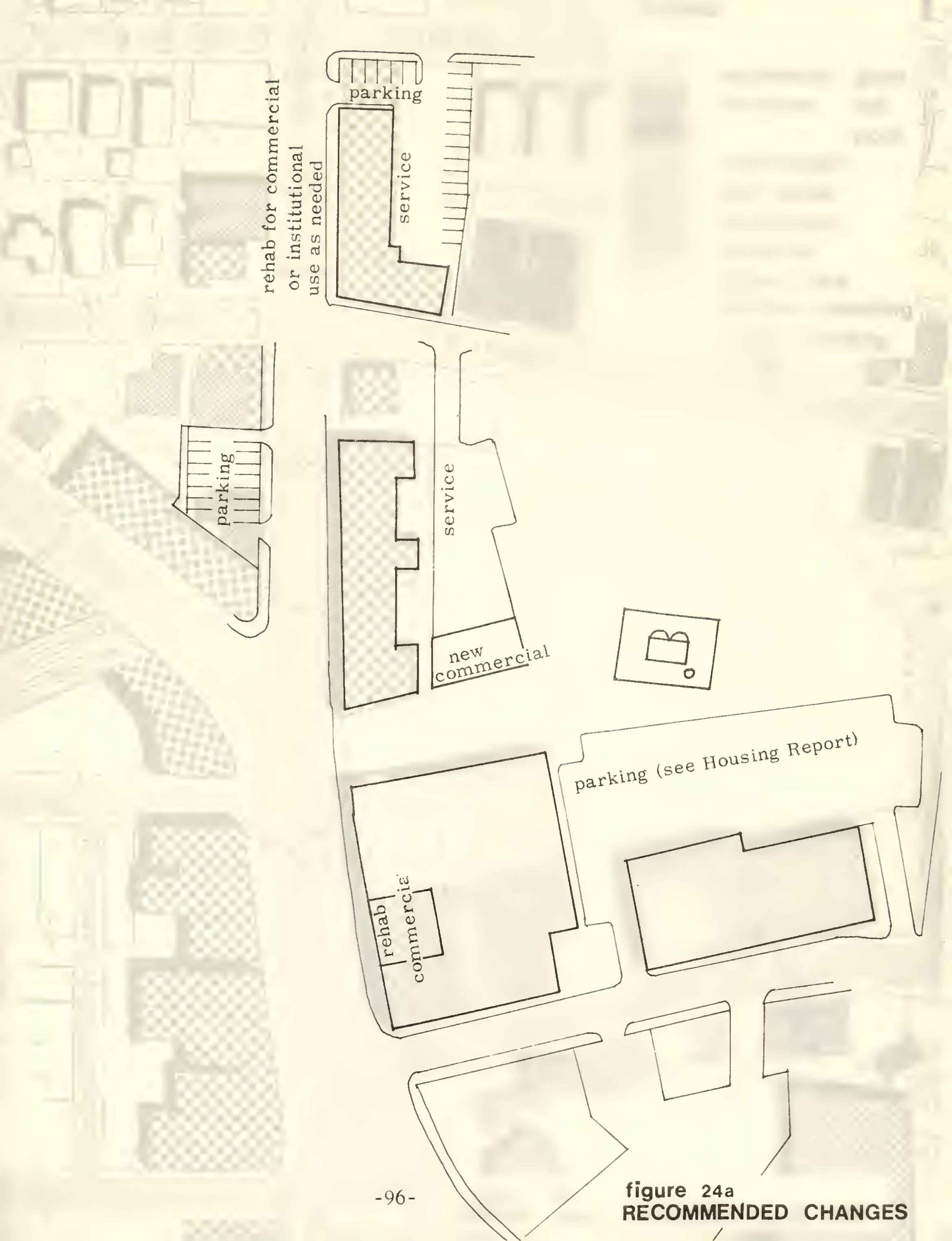


figure 24a
RECOMMENDED CHANGES

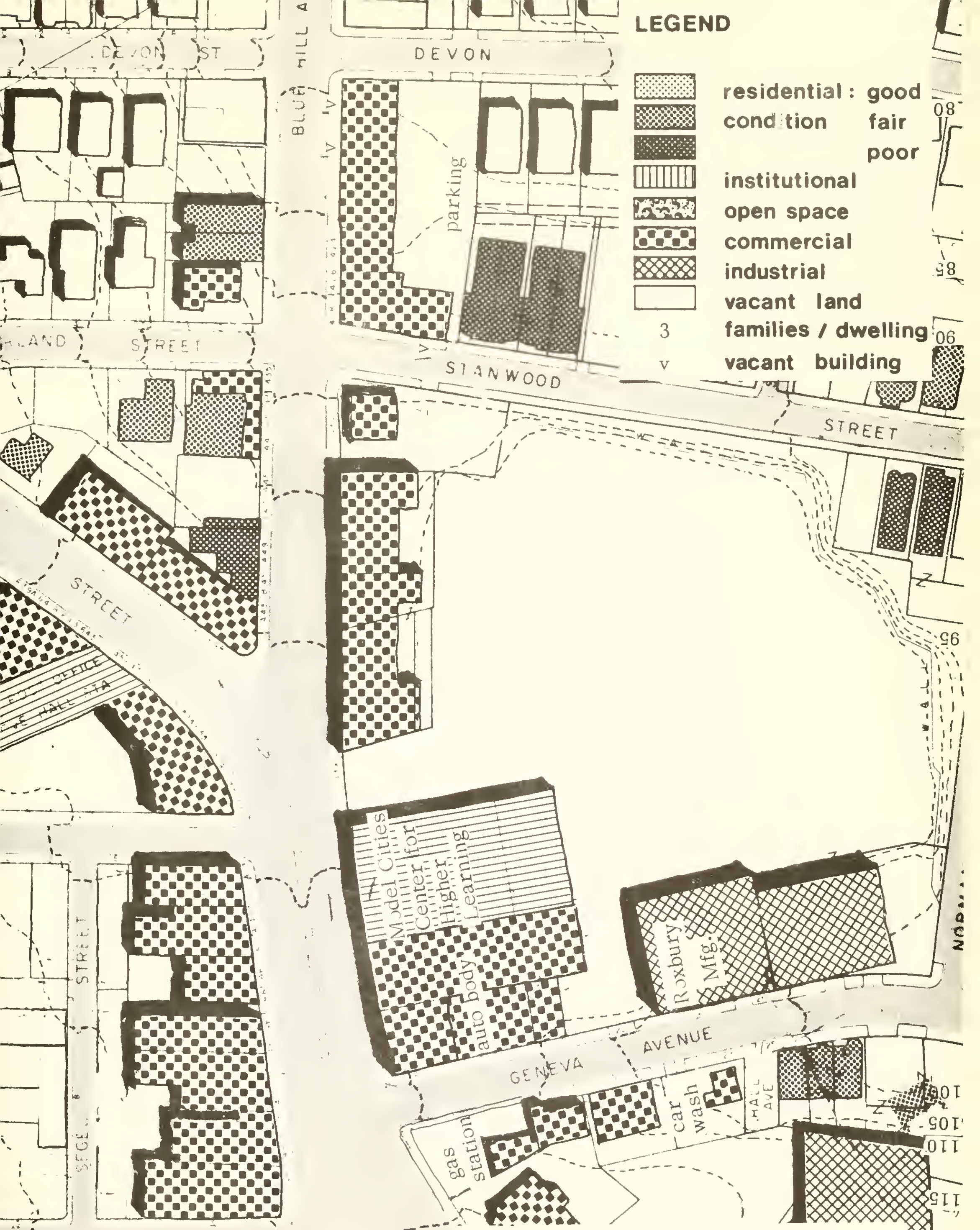


figure 24
GROVE HALL : EXISTING LAND USE

-Be at minimal cost, preferably free.

-Be as close as possible to shops and other establishments.

-Be fully open to surveillance from the street; be well lighted and guarded.

-Have easy automobile access.

(See Fig. 24 for possible parking locations.)

b. Rational Growth Plan. It is more important for this area to maintain and protect its existing commercial users rather than to expect expansion. Any expansion should probably go to office space or other uses.

3. Egleston Station

The Egleston Station area suffers from more or less the same problems as Dudley Station and Grove Hall. The main physical problems are congestion, lack of parking, and deterioration.

Congestion: TOPICS funds should be requested to assist in resolving traffic congestion by means of channelization and traffic signals at the intersection of Washington Street and Columbus Avenue.

Lack of Parking: Parking space for both the commuters using the MBTA station located here and for store customers is practically nonexistent. Double parking is widespread, causing even more traffic congestion.

Deterioration: Several stores have closed and the buildings are now vacant or demolished, leaving gaps in what was once a thriving strip. The remaining stores have made no real effort to modernize or remodel.

Recommendations

The major problems attacked here are need for parking and encouragement of new businesses.

a. Providing Parking Space. One large parking area can be provided on Columbus Avenue where there is presently a used car lot. This lot could serve customers and others needing parking.

b. Encouraging New Business. New stores should be encouraged to fill the voids left by older businesses leaving the area. This is especially true of the vacancy left by the "Big Bear" supermarket, because the need for competitive food markets is critical to the area to provide a high level of choice and quality at normal prices.

c. Create a New Commercial Site. (See Fig. 25)

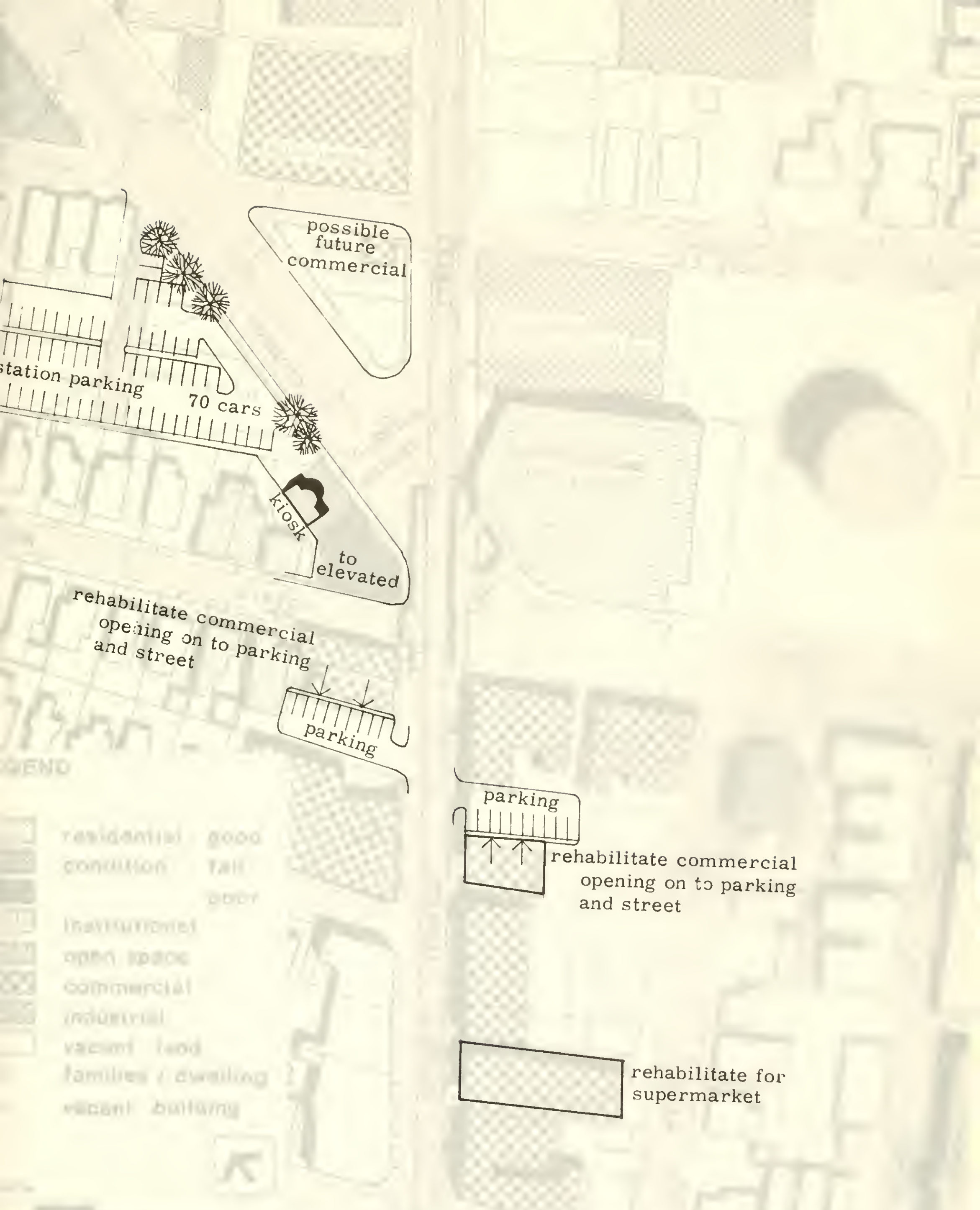


figure 25a
RECOMMENDED CHANGES

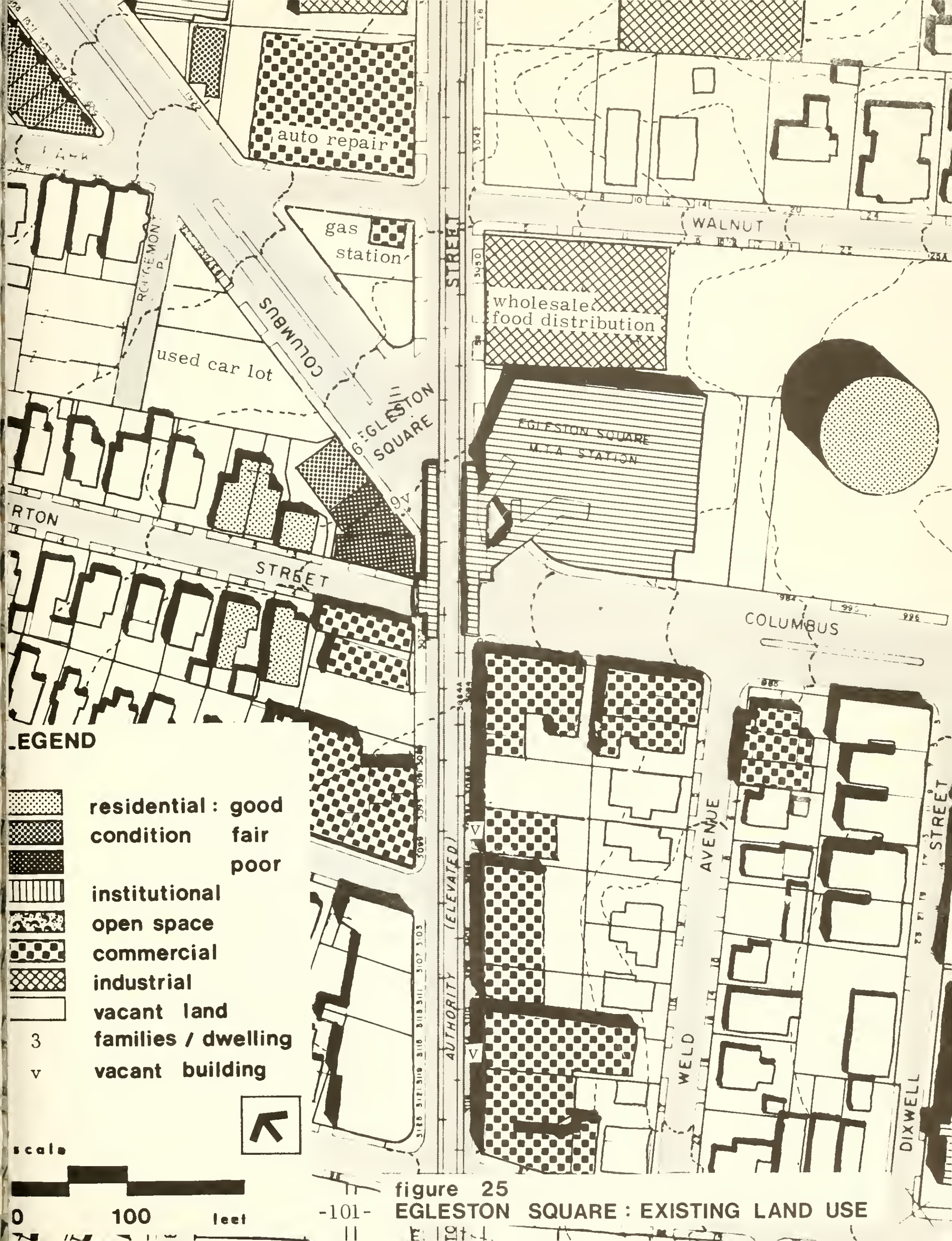


figure 25
EGLESTON SQUARE : EXISTING LAND USE

INDUSTRIAL DEVELOPMENT

III. INDUSTRIAL DEVELOPMENT

A. THE SETTING

B. TRENDS

C. ANALYSIS

D. RECOMMENDATIONS

III. INDUSTRIAL DEVELOPMENT

A. THE SETTING

The Model Cities Area is predominately residential, with a scattering of small, existing industrial uses found randomly throughout. On its periphery, however, are two relatively substantial industrial concentrations which relate to transportation routes (see Fig. 26).

The smaller of these areas is located in Sub Area 1 along the railroad embankment. Historically, there was a linear continuation of this industry along the railroad and Columbus Avenue leading to the South End (within the boundaries of Sub Area 2). Much of this latter industrial area has been demolished for the proposed Southwest Expressway or will be cleared by the Campus High School Urban Renewal Project. The larger concentration is found at the northern portions of Sub Area 3 and Sub Area 4 and is part of one of the major industrial areas in the City of Boston which parallels the Southeast Expressway extending from South Boston to Neponset Circle. Both of these industrial concentrations in the Model Cities Area consist of a variety of smaller companies which generally are houses in older buildings, some of which are obsolescent.

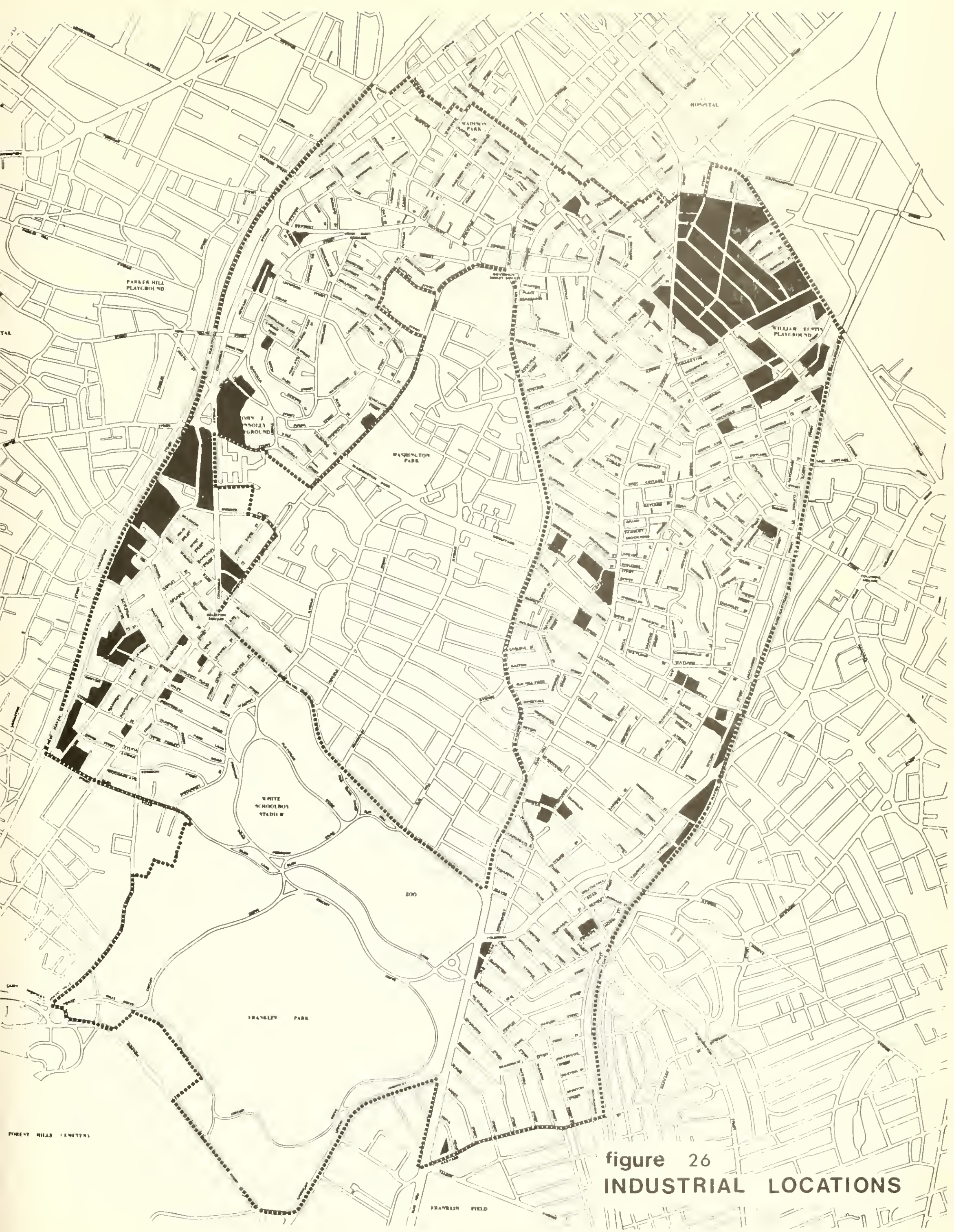


figure 26
INDUSTRIAL LOCATIONS

B. TRENDS

1. Over recent years, industrial firms have been gradually leaving the Model Cities Area.
2. Very few new firms have located into the area; consequently, there has been a net loss of industrial usage.
3. Jobs held by Model Cities residents in the industries that left the area were either lost to the area or the individual job holders now travel to the firm's new location for employment.

C. ANALYSIS

1. In the opinion of HH, there is very little opportunity for conventional, new industrial development in the predominantly residential areas of Model Cities.

   - The land available for conventional industrial usage is extremely limited.

   - Any appreciable increase of truck traffic through residential neighborhoods is undesirable.

   - The high incidence of crime in some areas will discourage many types of smaller, labor intensive, industries with extensive inventories from locating there: as an example, assembly of small electronic equipment.

2. The opportunities for new industrial development in the Southwest Corridor are minimal.

   - The amount of land available is probably insufficient to support even small industrial parks.

   - The available land is immediately adjacent to housing in good to fair condition which must be adequately buffered from any industry.

   - Any industrial firm locating in this area must be able to exist in a relatively restricted area, and must be prepared to expend funds for improving its compatibility with existing residential uses. HH assumes a limited market for land under these conditions.

3. New industrial development in the present large industrial concentration in Sub Areas 3 and 4 between the railroad and George Street to Hampden Street appears to be feasible only if sufficient funds are available to purchase vacant or under-utilized land and buildings. Probably, it would be necessary to acquire some housing units to assemble a marketable industrial park. A new industrial park would be

a major undertaking requiring the effort of the Boston Redevelopment Authority and the Economic Development Industrial Commission (EDIC).

4. Technologically advanced types of industries which could exist compatibly with residential neighborhoods have, at times, been suggested by individuals as a solution to bringing industry and jobs into the area. HII is not optimistic as to the feasibility of this idea. An investigation of such possibilities by another consultant having special knowledge of this field should not be ruled out, however.

5. HII does not believe that any substantial number of new jobs for residents of the Model Cities Area can be produced by the probable amount of new conventional industrial square footage that can be developed within the Model Cities Area.

   -There is very little available land at a reasonable price.

   -The trend has been for existing industry to move out.

   -Technologically advanced industries and transportation industries are not labor intensive.

   -We assume that any new industrial arrivals would hire Model Cities residents, at most, at approximately the same rate as existing industries in the area.

   -Exceptions to the above may be found in some service industries, including hospitals and schools, and also perhaps in the garment industry, all of which are possibly compatible with the predominant residential use.

D. RECOMMENDATIONS

1. Model Cities Administration should encourage the removal of incompatible industrial uses from predominantly residential neighborhoods.
2. MCA should work with the EDIC to persuade existing non-harmful industries to remain in the Model Cities Area.
3. MCA and other City departments should endeavor to improve City services and police protection in order to keep firms in the area and perhaps induce new firms to locate in the area.
4. MCA should work with the EDIC and the BRA to encourage development of the potential industrial park in Sub Areas 3 and 4 to replace the existing blighted and under-utilized industrial uses. Planning for this potential development should take account of its access to the Southeast Expressway and Central Artery, and changes in local streets that might be needed.
5. MCA should investigate the possibility of attracting to the area more service oriented industry.
6. MCA should perhaps investigate more thoroughly the possibility of attracting industries which produce jobs and are compatible with residential neighborhoods.
7. MCA should encourage the City of Boston and the Commonwealth of Massachusetts to engage in a process of analyzing the skills of potential job holders in the Model Neighborhood and matching them with jobs elsewhere.

8. MCA should endeavor to obtain better public transportation from all parts of the Model Neighborhood to job concentrations elsewhere in the City and region.

TRANSPORTATION

IV. TRANSPORTATION

A. INTRODUCTION

B. STREETS AND ARTERIALS

1. Existing Network
2. Traffic Volume
3. Traffic Congestion
4. Excess Speed
5. GNRP Proposals for Street and Highway Improvements

    a. The Southwest Expressway
    b. The Inner Belt
    c. The Cross-Town Boulevard
    d. The new Dudley Street
    e. Shawmut Avenue
    f. Street Widening

6. Parking
7. Pedestrian Movement and Safety

C. PUBLIC TRANSPORTATION

1. Rapid Transit
2. Bus Service

D. CROSS-TOWN BOULEVARD

1. West Leg
2. East Leg

    a. From Warren Street to Blue Hill Avenue
    b. From Blue Hill Avenue to Columbia Road

IV. TRANSPORTATION

A. INTRODUCTION

This section of the report is concerned with the various aspects of transportation that affect the ability of residents of the Model Neighborhood to travel within the area as well as in-and-out of the area to other parts of the City and region. This section also considers environmental problems that exist in connection with the existing transportation system or that may be caused by various transportation proposals.

The conclusions or recommendations contained in this section have not been obtained by means of numerical or engineering analysis. Any work of this nature must be done by transportation and traffic engineering consultants and was not part of our assignment. Our conclusions and recommendations, however, were based on recognized land use planning principles and the existance of transportation needs and problems in the Model Neighborhood based on our own observations and on interviews over the past year with area residents or individuals employed in the area.

HII will not comment in this section upon the immediate impact of the two major through traffic proposals on adjacent areas of Model Neighborhood. These two proposals are the Southwest Expressway which forms the western boundary of the Model Cities Area, and the Inner Belt, which forms its northern boundary (see Fig. 27). Extensive demolition has already occurred in both corridors and alternative proposals for transportation and land use are now being prepared by the Boston Transportation Planning Review. A

concurrent land use study of the Southwest Corridor is being prepared under a consulting contract administered by the Model Cities Administration.

Housing Innovations views the proposed expressways as clearly having greatest benefit to through traffic not having an origin or destination in the Model Neighborhood. The area has experienced severe hardship due to the demolition for the two roads in terms of fragmented neighborhoods, displaced families and individuals, and years of living with the blighted and desolate wasteland left by the actions of eager road builders. Housing Innovations hopes that through the concerted action of city, state and federal governments this unfortunate situation can be remedied and that any resulting package of proposed improvements will fully benefit residents of the Model Cities as well as be of use in a regional transportation system.

We believe that any major new roads along these two alignments will at best be marginally useful to Model Cities residents because (a) adequate major arterials roughly parallel the SW Expressway heading either toward downtown Boston or to Route 128, and (b) although existing automobile access in a circumferential direction lacks clarity and lacks continuity of capacity, the solution to the problem should be at the scale of improved arterial connections rather than expressway construction.

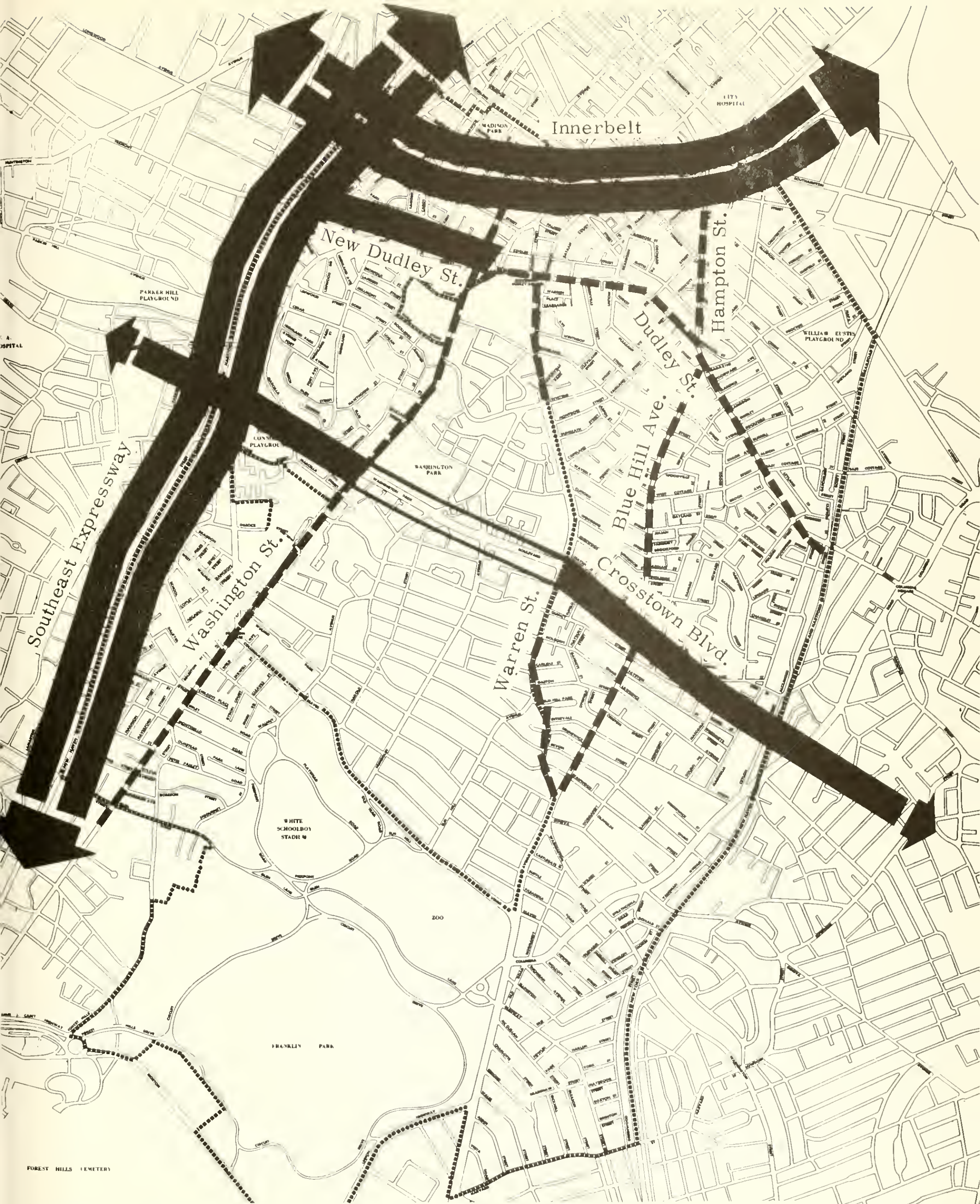


figure 27
GNRP PROPOSALS FOR STREET AND HIGHWAY IMPROVEMENTS

The discussion of transportation facilities is broken down into the following categories:

- Streets and Arterials
- Parking
- Pedestrians
- Public Transportation
- Proposed Cross-Town Boulevard

B. STREETS AND ARTERIALS

1. Existing Network

As a result of its location relatively near downtown Boston, the core of the region, the Model Cities Area has a number of major arterial streets situated in a north-south direction, which lead towards the downtown area. These arterials are: Columbus Avenue, Washington Street, Warren Street-Harrison Avenue, Blue Hill Avenue, and Shawmut Avenue. Columbia Road and Center Street also function more or less as north-south arterials.

Several streets exist which carry traffic in an east-west direction, but they are shorter, less direct, and less continuous than the north-south arterials, since the circumferential streets around the regional core never developed very highly. The east-west arterials in the Model Cities Area are: Seaver Street, which connects to Columbia Road and Columbus Avenue; Dudley Street; Massachusetts Avenue, which is situated to the north of the Model Cities Area; and, Washington Park Boulevard, a new section of arterial in the Washington Park Urban Renewal Area, which forms the central segment of the proposed Cross-Town Boulevard.

These major arterials are shown on Fig. 28 . The figure clearly illustrates: the ease of north-south travel; the weakness of east-west connections; and the intersection of major arterials at important business areas in the Model Neighborhood, such as Dudley Station, Grove Hall, and Egleston Station accounting for traffic congestion that occurs there.

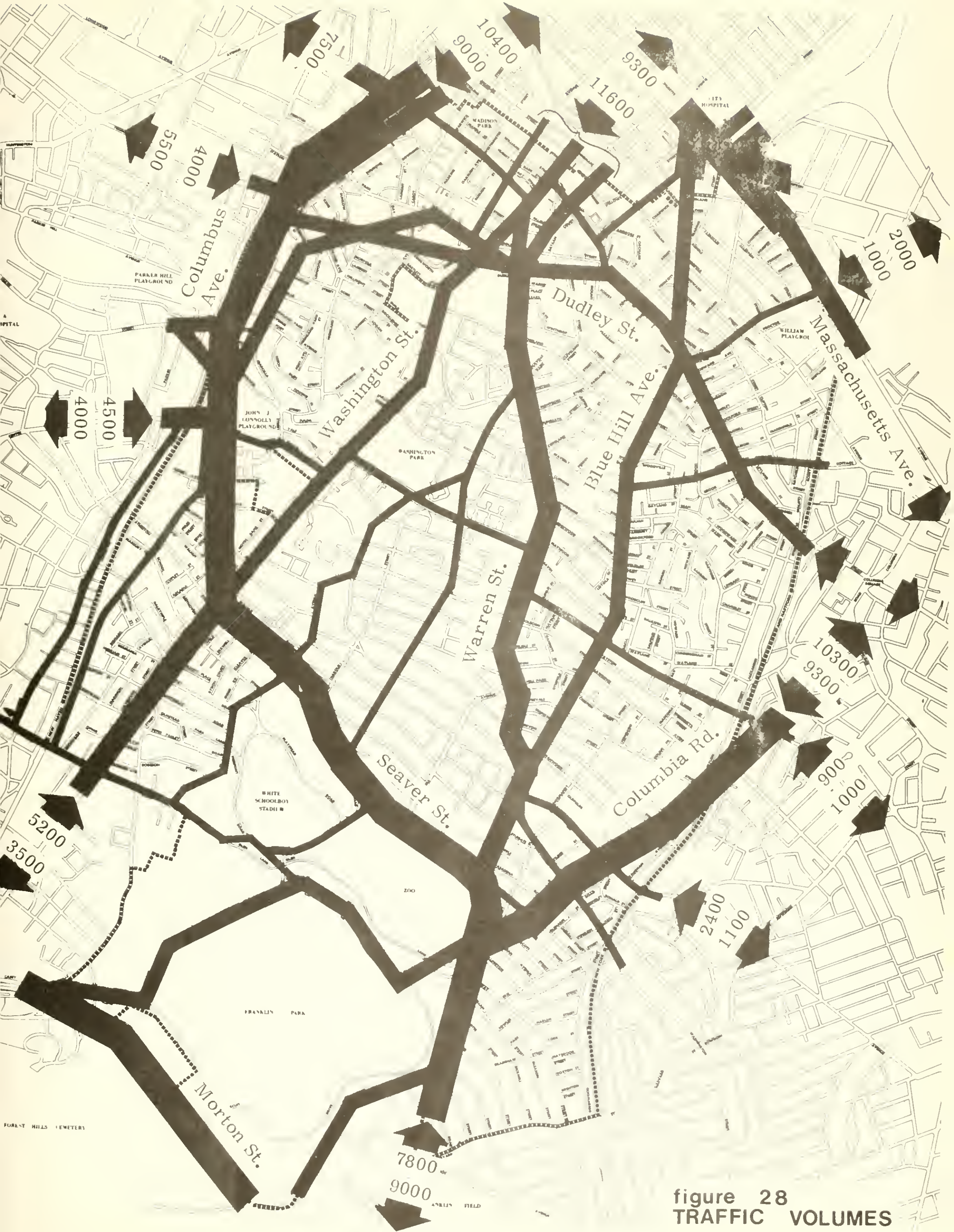


figure 28
TRAFFIC VOLUMES

2. Traffic Volume

The most recent comprehensive traffic study was conducted in 1965 and reported in: Wilbur Smith Associates, Renewal Program Traffic Study: Boston, Massachusetts. Figure 28 shows the traffic volumes recorded in this study. Major volumes are carried on Blue Hill Avenue (south of Grove Hall), Seaver Street, Columbus Avenue, and Washington Street (north of Dudley Station). These heavily travelled arterials lie on the periphery of the Model Neighborhood rather than cutting through it.

The volumes shown on Figure 28 from the Wilbur Smith report are based on 24 hour traffic counts. A subsequent traffic study conducted by the City of Boston in 1966 (indicated by arrows on Fig. 28) recorded traffic volumes from 7:00 a.m. to 6:00 p.m. Because of the difference in time periods between the two studies, it is not possible to compare the two studies to obtain a trend in traffic volumes which can be expressed numerically.

The volumes recorded in 1966, however, are so much lower than those recorded by Wilbur Smith that HII believes that traffic volumes, especially on major community streets, have decreased considerably in the past ten years. Other evidence that supports this conclusion is the decrease in population in the area (discussed in the Housing section); the fewer businesses operating in the area; the lower rate of car ownership in the area; and fewer commuters passing through the area.

The main conclusion to be drawn from this discussion is that before any new roads are proposed for the area or built, new traffic counts should be made to assure that improvements are not being made to accommodate traffic conditions which may have existed ten years ago, but which no longer exist.

3. Traffic Congestion

Traffic congestion occurs on streets and intersections which have insufficient capacity for the volumes which they carry, and may result from such factors as:

- Roadway too narrow, or variable in width.
- Roadway adequate, but number of traffic lanes restricted by parking, double parking, service vehicles blocking traffic lanes.
- Too many streets entering an intersection.
- Confusion at intersections.

Some remedies for reducing congestion are:

- Removing parking to increase the number of available traffic lanes (it may be necessary to provide off-street parking).
- Decreasing the number of streets coming together at one point.
- Adding signs to clarify points of confusion.
- Make two-way streets one-way.
- Adding off-street service points to stores.
- Channelization and signalization of intersections.

Currently, there are four separate TOPICS projects being conducted in Model Cities to make traffic circulation improvements of the

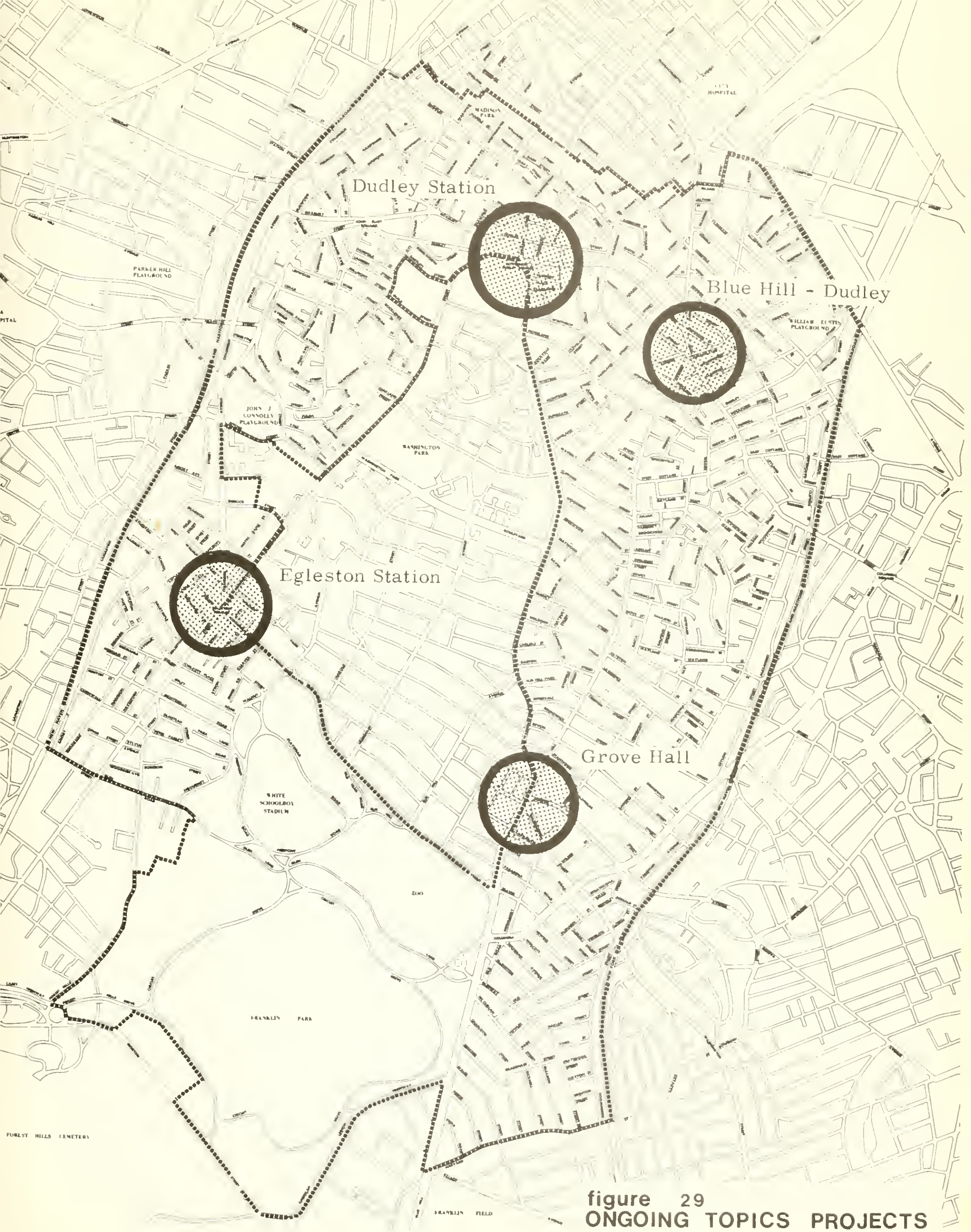


figure 29
ONGOING TOPICS PROJECTS

type described above (see Fig. 29). TOPICS is a federally funded program providing funds for improvements such as new street lighting, traffic signals, channelization, road widening and closings. The four areas covered by the TOPICS projects are: Dudley Station, Grove Hall, Egleston Square, and the Blue Hill Avenue-Dudley Street intersection.

4. Excess Speed

Another traffic problem experienced on certain streets in the Model Neighborhood is traffic travelling at excess speed. Excess speed is a result of long, straight stretches of street without intersections on one or both sides; lack of traffic or other obvious hazards; streets that are too wide; and, absence of traffic controls. The result is often extreme danger to other drivers and pedestrians, especially children, and annoying noise to abutting residents. Some ways of reducing traffic speed are:

-Narrowing down streets that are too wide.

-Adding signs and signals at critical points along these streets.

-Placing signs warning drivers of school crossings and other potential hazards.

Streets in the Model Neighborhood where speeds are excessive are: Center, Cedar, Dudley, and Warren Streets, and Washington Park Boulevard. Streets where prevailing speeds seem to be generally acceptable are: Tremont Street, Columbus Avenue, Blue Hill Avenue (south of Grove Hall), and Columbia Road.

5. GNRP Proposals for Street and Highway Improvements

For convenience, a list of current proposals for street and highway improvements and their status is attached. These proposals derive from the General Neighborhood Renewal Program (GNRP) for the Model Neighborhood and its immediate area. Figure 27 illustrates the proposals.

a. The Southwest Expressway is proposed to be built along the existing New York, New Haven and Hartford Railroad Line. This highway would be a full scale expressqay with a total of eight lanes, median, shoulder, and service roads on each side.

   The plan for this highway is complete, and land has been acquired and cleared for it. The Governor's moritorium on highway construction within Route 128 has stopped further activity, pending the results of the restudy.

b. The Inner Belt, a circumferential highway around the downtown core, has an alignment which would form the northwestern boundary of the Model Cities Area. It has similar specifications to the Southwest Expressway. Most of the acquisition, relocation, and demolition has already been carried out, but further action has been stopped by the Governor's moritorium.

c. The Cross-Town Boulevard is planned to be extended east and west from the completed segment in Washington Park to form a link between the Southwest and Southeast Expressways.

   This arterial is discussed in detail later in this section of the report.

d. The new Dudley Street is proposed as a part of the Campus High Renewal Project as a better connection of the section of Dudley Street west of Washington Street with Tremont Street at Roxbury Crossing.

e. Shawmut Avenue is to be extended southward to connect to Washington Street as part of the Campus High project.

f. Street widening is proposed for Washington Street (south of Dudley Street), Warren Street, Blue Hill Avenue, Dudley Street, and Hampton Street.

6. Parking

Lack of automobile parking space appears to be a problem only in the major business areas such as Dudley Station, Grove Hall, and Egleston Square. The studies of these particular areas, as shown in the section on Commercial Development, suggest ways in which off-street parking areas can be provided or expanded.

Recommendations for housing development, as shown in the section on Housing, include off-street parking areas for each housing group.

7. Pedestrian Movement and Safety

There are locations in the Model Neighborhood where lack of pedestrian safety and substantial inconvenience are very apparent. These occur mainly in the commercial centers, near schools, and on arterials such as Centre Street. However, lack of protection for pedestrians; traffic signals, street markings, and effective street lighting, is widespread over the entire Model Neighborhood Area. HII

has pointed out obvious locations in various sections of this report, however, improving pedestrian safety requires a block-by-block investigation which must continue to be handled on a local sub-area basis to be effective.

C. PUBLIC TRANSPORTATION

The Model Neighborhood is served by rapid transit and bus service of the MBTA.

1. Rapid Transit (See Fig. 30)

The Orange Line (Washington Street elevated) is the only rapid transit line serving the Model Neighborhood, since both the Red Line to the east (Ashmont Line) and the Green Line to the west (Huntington Avenue) are too far away for use by Model Neighborhood residents.

The Washington Street elevated, in spite of its valuable function, is a tremendously blighting influence, because of the noise, dirt, loss of privacy, and unpleasant appearance associated with it.

The GNRP proposed that the rapid transit line be replaced by a new line located parallel to the existing, but a quarter to a half mile to the west, on the present New York, New Haven and Hartford Railroad embankment. (This railroad line is the same one as the proposed alignment of the Southwest Expressway.) The effects of such a move would be:

- Improvement of physical appearance of Washington Street.
- Opportunity for redevelopment of Washington Street (but with what uses?).
- Removal of customers from stores located near existing rapid transit stations on Washington Street.
- Removal of public transportation away from the greater part of the Model Cities Area.

The question of whether the Orange Line will move is tied up with the restudy of transportation in Boston being conducted by the Boston

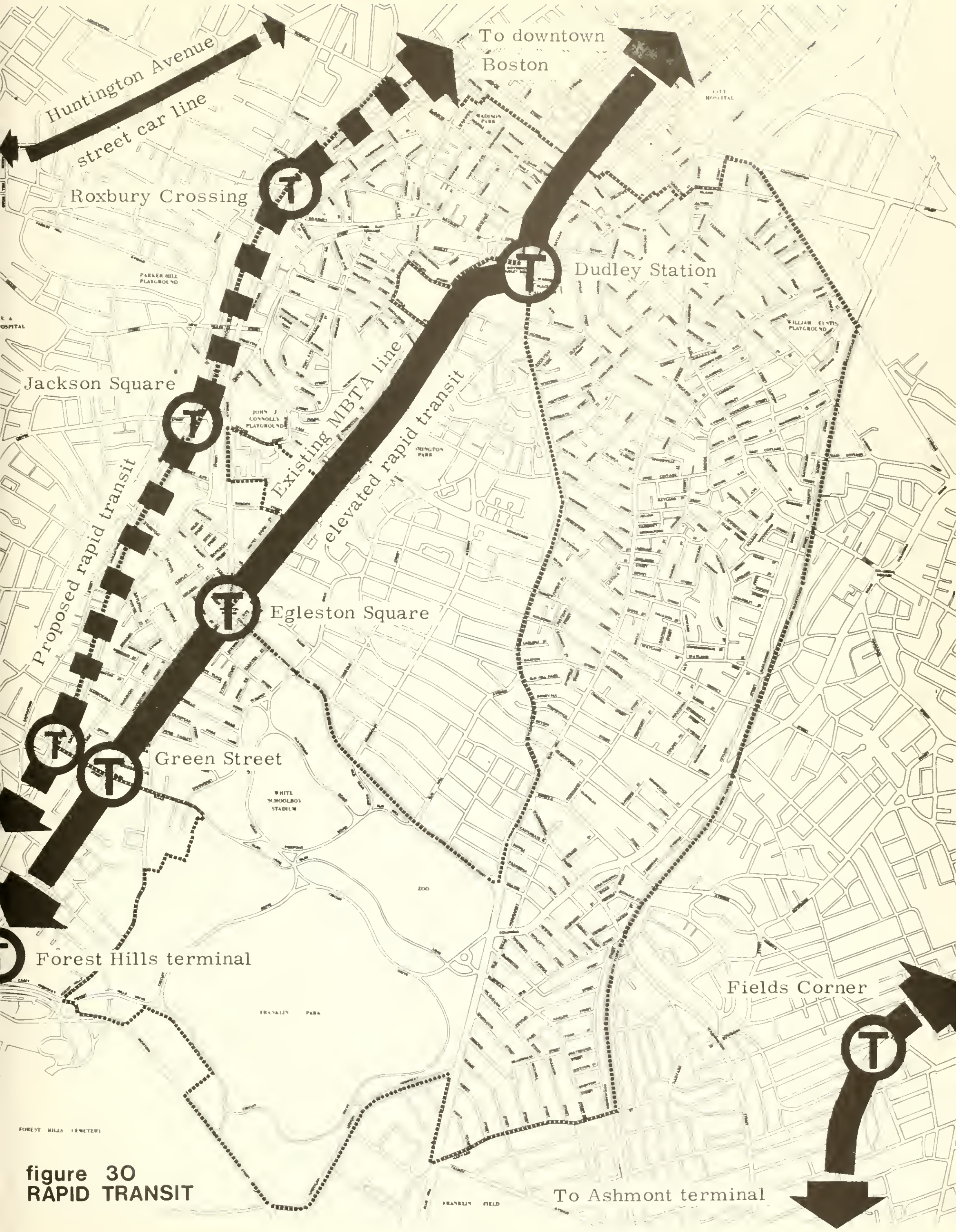


figure 30
RAPID TRANSIT

Transportation Planning Review, and no useful comments can be made about it until the conclusion of that study is reached. For the next few years, however, it is safe to assume that the elevated will remain on Washington Street.

2. Bus Service

As Figure 31 shows, the Model Cities Area is well covered by bus lines. This map, however, gives an illusory picture of the adequacy of bus service, since frequency of headway (i.e., frequency of buses) is poor on many of the routes, and buses do not always keep to a dependable schedule.

HII surveyed the system of bus routes in the Model Neighborhood and suggests the following three routes (or route segments) for further consideration by the MBTA (see Fig. 31a).

A Cross-Town route, which would run on the proposed Cross-Town Boulevard, would serve a larger portion of the area's population as well as providing a new route through the area. The route could continue along Columbia Road to Columbia Station, and then to the location of the new University of Massachusetts Campus. The proposed Cross-Town Boulevard should be designed to accommodate bus movements.

A new Harvard Street line could connect the Fields Corner rapid transit terminal with Blue Hill Avenue into Mattapan. This new line would serve Sub Area 6 which is presently under-served. It may also help students from this area to get to the new Marshall School and the

Holmes Middle School.

The Hampton Street line could function as an extension of one of the existing lines on Blue Hill Avenue. It would avoid Dudley Street and give the residents of the area direct access to the facilities of Boston City Hospital.

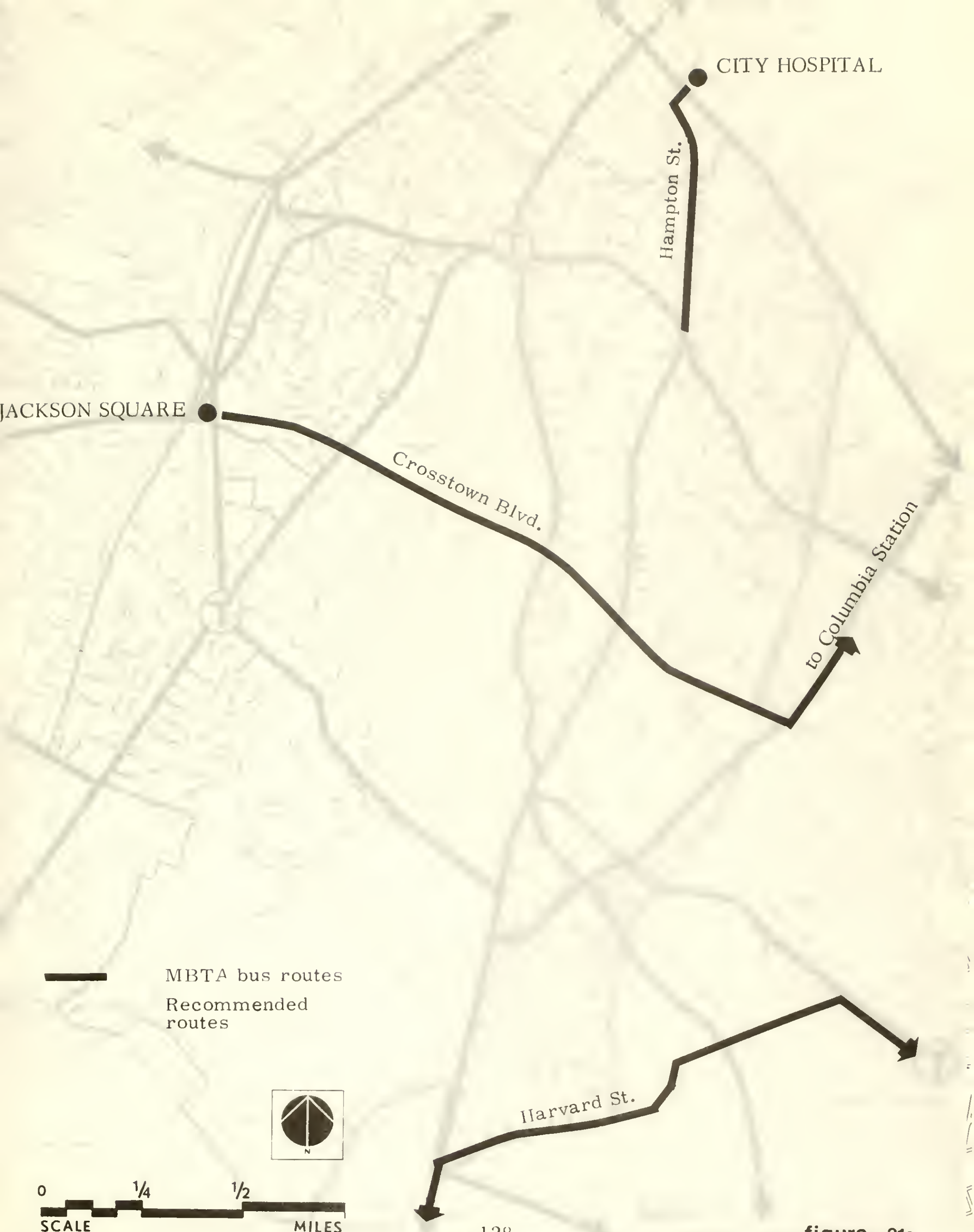

CITY HOSPITAL
Hampton St.
JACKSON SQUARE
Crosstown Blvd.
to Columbia Station
Harvard St.
MBTA bus routes
Recommended routes
N
0
1/4
1/2
SCALE
MILES

figure 31a

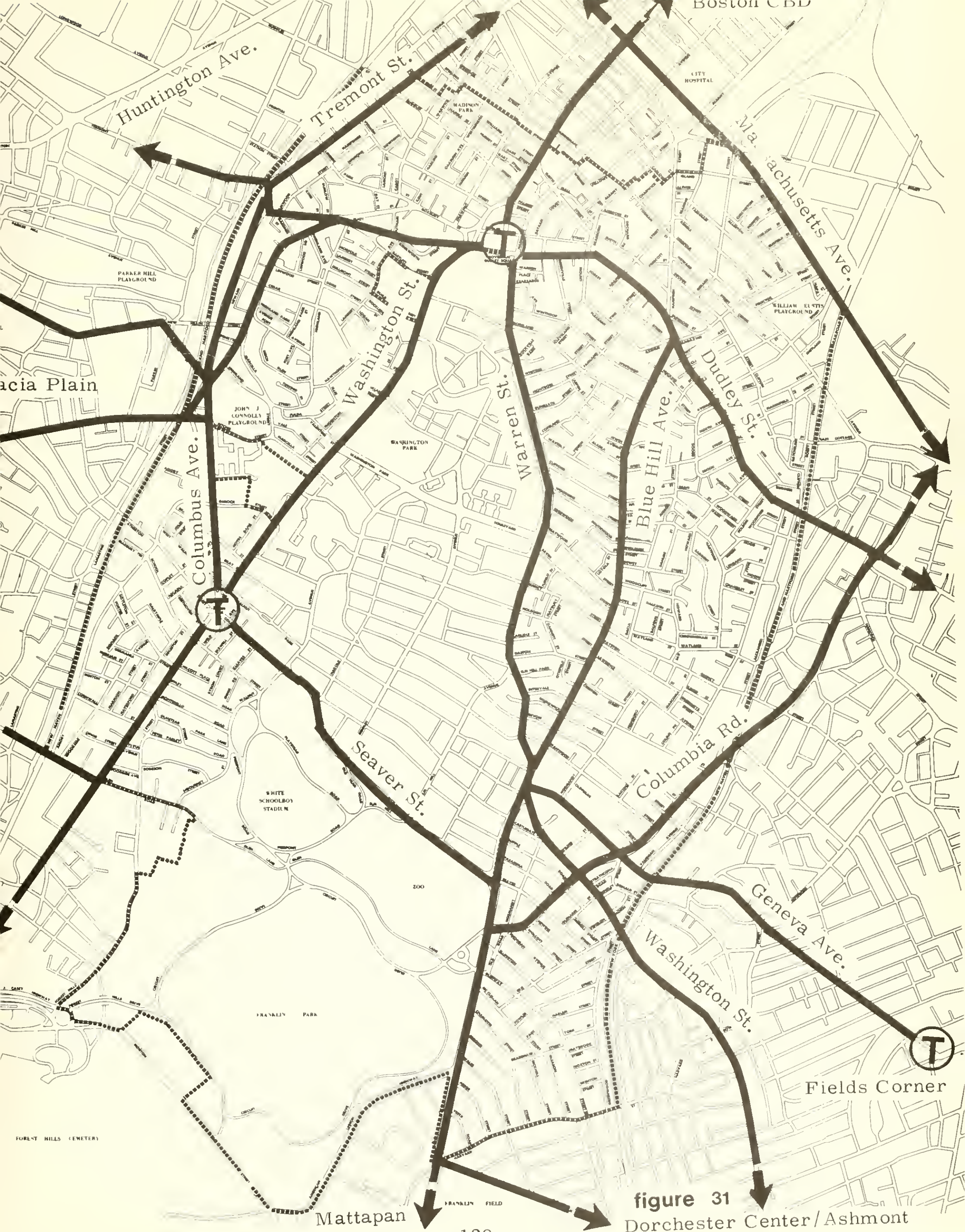

Boston CBD
Huntington Ave.
Tremont St.
CITY HOSPITAL
MADISON PARK
Massachusetts Ave.
PARKER HILL PLAYGROUND
Washington St.
WILLIAM EUSTIS PLAYGROUND
Dudley St.
acia Plain
JOHN J CONNOLLY PLAYGROUND
Warren St.
Blue Hill Ave.
WASHINGTON PARK
Columbus Ave.
WHITE SCHOOLBOY STADIUM
Seaver St.
Columbia Rd.
ZOO
Geneva Ave.
Washington St.
FRANKLIN PARK
Fields Corner
FOREST HILLS CEMETERY
FRANKLIN FIELD
Mattapan
Dorchester Center/Ashmont

figure 31

D. CROSS-TOWN BOULEVARD

The GNRP recommended a Cross-Town Boulevard, running in an east-west direction across the Model Cities Area, ultimately to form a link between the Southwest and Southeast Expressways. The central portion of this Boulevard, Washington Park Boulevard, was built as part of the Washington Park Urban Renewal Project. The east and west segments of the Boulevard are planned with 84 foot wide roadways, a median strip, few intersections with abutting streets, and a design speed of 30 to 50 m.p.h.

The advantages of a cross-town route are the following:

- It would provide a direct and fast route in an east-west direction across the Model Neighborhood Area. As mentioned earlier, east-west routes are presently inadequate.
- It would provide a suitable roadway for a cross-town bus route.
- It would create adjacent parcels of land for new development.

The disadvantages of a cross-town route are the following:

- A great deal of clearance for new highways has already taken place in the Model Cities Area, and clearance for this route would cause additional hardship.
- The route would enable traffic from outside the Model Cities Area to cross through the area.
- The Southwest Expressway may never be built, thus eliminating the need for a connection to the Southeast Expressway.
- Other sections of the Model Cities Area can provide the land parcels suitable for new development.

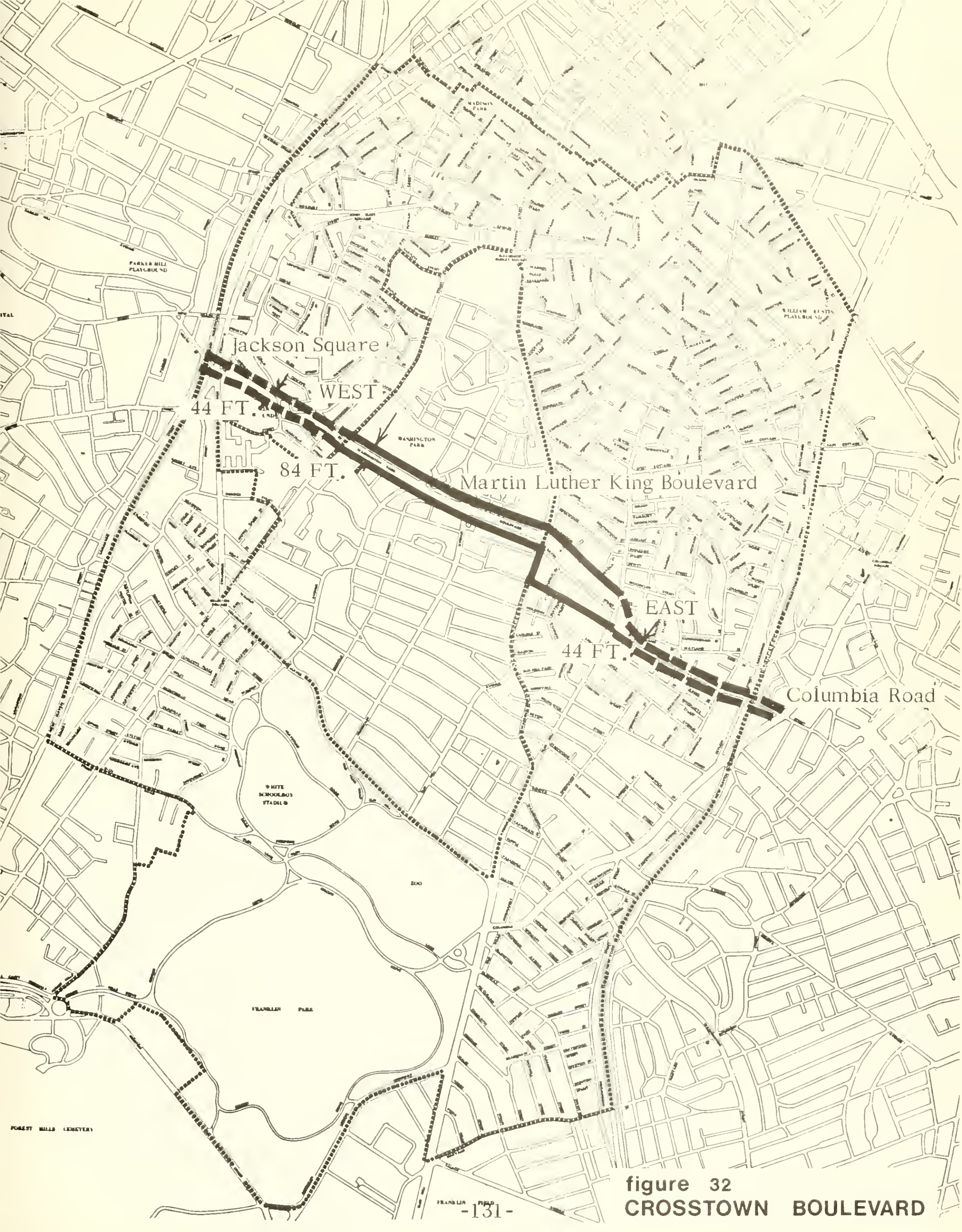


figure 32
CROSSTOWN BOULEVARD

HII investigated alternative ways of maintaining the function of the Cross-Town Boulevard without the large amount of land clearance that would be required for the GNRP proposal. (See Fig. 32) Drawings of these alternates were presented to MCA last year, accompanied by a preliminary report.

1. West Leg - from Washington Street to Jackson Square

   HII recommends the construction of a new street of a 44 foot roadway width (for alignment see Fig. 5, "Fulda-Vale" in Housing section). This proposed alignment traverses an area that has already experienced a large amount of demolition and contains residential structures in poor condition. New housing development is proposed adjacent to the right-of-way of the new street,which is narrow enough not to create high traffic volumes and excess speed, yet wide enough for bus movement.

2. East Leg - from Warren Street to Columbia Road

   a. From Warren Street to Blue Hill Avenue: There are fundamentally two ways to accomplish a traffic movement from the existing Martin Luther King Boulevard at Warren Street to the Quincy Street alignment at Blue Hill Avenue - (1) substantial clearance on a Maywood Street alignment, or (2) utilizing a one-way pair of Maywood Street moving east and Quincy Street moving west,using existing roadway widths.

      HII believes the latter one-way pair solution would be less distruptive to the neighborhood, although more traffic would be added to Maywood Street. Quincy Street already has substantial traffic.

b. From Blue Hill Avenue to Columbia Road: HII recommends the construction of a new street of 44 foot roadway width (for alignment see Fig. 8, "Quincy Street" in Housing section). This proposed alignment follows existing Quincy Street which presently is heavily used by east-west traffic. Non-residential uses occur at several locations on Quincy Street and much of the existing housing is in poor condition. New housing development is proposed adjacent to the right of way of the new street, which is narrow enough not to create high traffic volumes, yet wide enough for bus movement.

Summary

HII has recommended a series of street improvements as an alternate to the GNRP recommended Cross-Town Boulevard. These improvements will facilitate vehicular movement from Columbia Road to Jackson Square. However, due to the discontinuity of traffic flow at Warren Street, the improvements will not invite through traffic, but will allow easier access to the area and will provide roadway for a recommended bus route.

OPEN SPACE

V. OPEN SPACE

A. TOTLOTS

B. PLAYGROUNDS

C. RECREATION CENTERS

D. ATHLETIC FIELDS

E. FRANKLIN PARK

F. PROPOSALS

V. OPEN SPACE

Recreational open space and facilities provide the physical setting for recreational programs of play and organized games. HII conducted a land use survey of open space in the Model Neighborhood to identify publicly owned land used for recreation. Recreational areas are sometimes attached to schools.

A. TOTLOTS

Totlots are small play areas for pre-school children. They serve families in the immediate area.

The Model Neighborhood contains 17 totlots as shown in Figure 34. These totlots range from vacant lots with a few swings on them to well equipped and well designed areas. As the figure illustrates, most residential areas of the Model Neighborhood are not well served by totlots.

B. PLAYGROUNDS

Playgrounds serve elementary school children, and should provide space for running and playing, limited ball games, and play equipment. They serve the population in a quarter to half-mile radius.

The Model Neighborhood contains 10 playgrounds, as shown in Figure 35. These playgrounds are:

Brookside-Cornwall
Connolly Playground
Fort Hill
Orchard Park (school)
Eustis
Hannon
Winthrop (school)
Ceylon Street
Emerson (school)

In addition, 3 playgrounds, not located in the Model Neighborhood, serve its residents. These playgrounds are:

Washington Park
Franklin Field
Franklin Park

The map shows that, although coverage for playgrounds is better than for totlots, there are large areas of the Model Neighborhood which do not have playgrounds located within a reasonable distance.

C. RECREATION CENTERS

The Model Cities Area contains 2 recreation centers, the YMCA and the Boys' Club, and a Girls' Club is proposed. These centers are shown in Figure 35.

These recreation centers serve the central part of the Model Cities Area well, but children from the outer areas have a fair distance to travel.

D. ATHLETIC FIELDS

Athletic fields serve older children and adults, and provide space and facilities for organized games. A service radius of 1.5 miles is acceptable.

The Model Cities Area contains 3 recreational areas of this type:

Connolly (baseball, basketball)
Eustis (baseball, basketball, football, pool)
Ceylon (basketball, football, pool)

Two athletic fields located in adjacent areas are:

Washington Park (baseball, skating, pool)
Franklin Field (baseball, football, pool, skating)
Franklin Park

The proposed Campus High School will provide a wide range of athletic facilities.

Most of the Model Cities Area is adequately served by athletic facilities, except for sections to the east and west of Franklin Park. (See Fig. 36)

E. FRANKLIN PARK

Franklin Park is a regional recreational park, and provides open space, walks, picnic areas, and a zoo. For neighborhoods adjacent to it, it also fulfills some of the functions of the specific playgrounds and play areas outlined above.

F. PROPOSALS

This section does not contain proposals for additional or improved recreational facilities, since the MCA has undertaken to prepare an open space plan for the Model Cities Area.

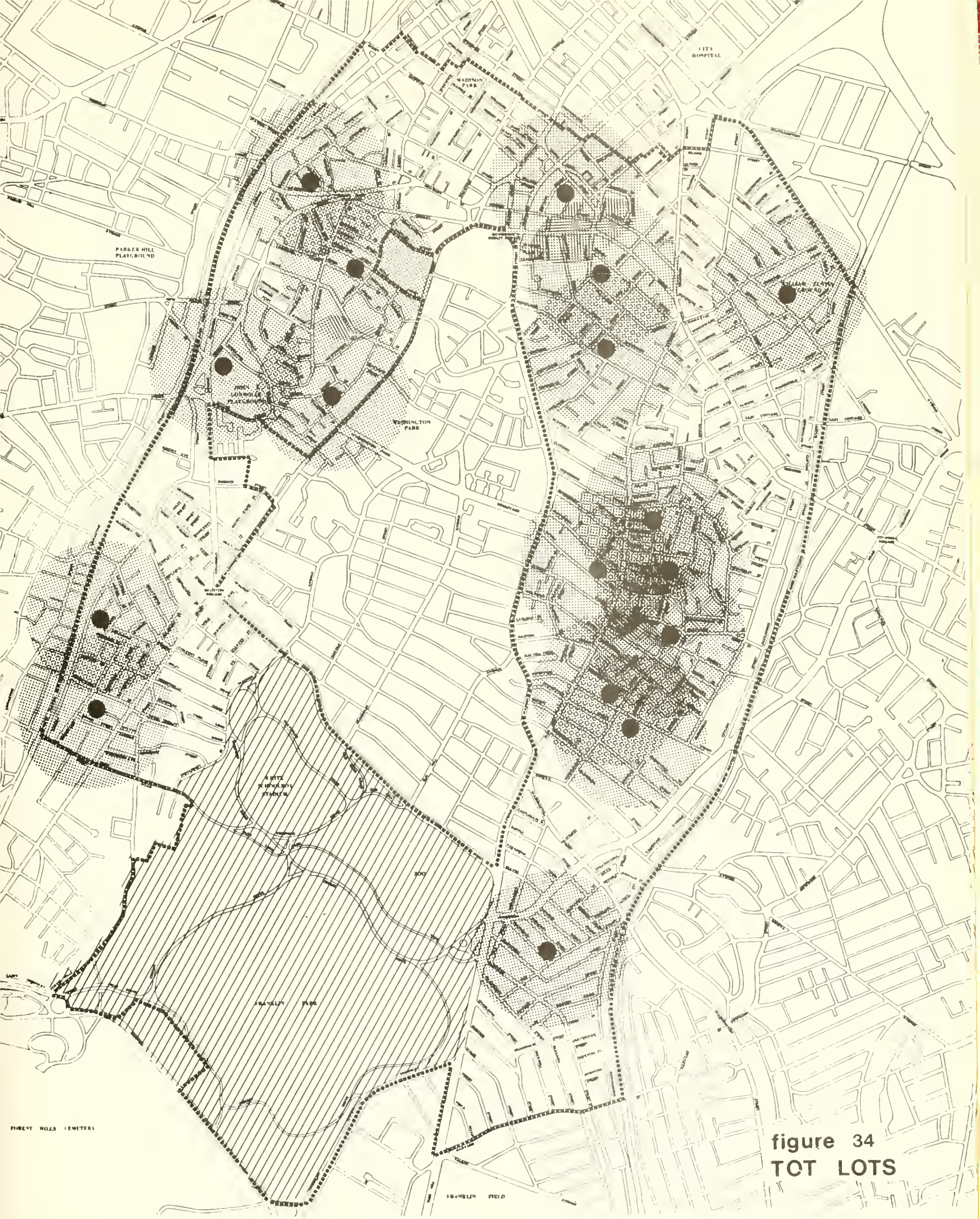


figure 34
TOT LOTS

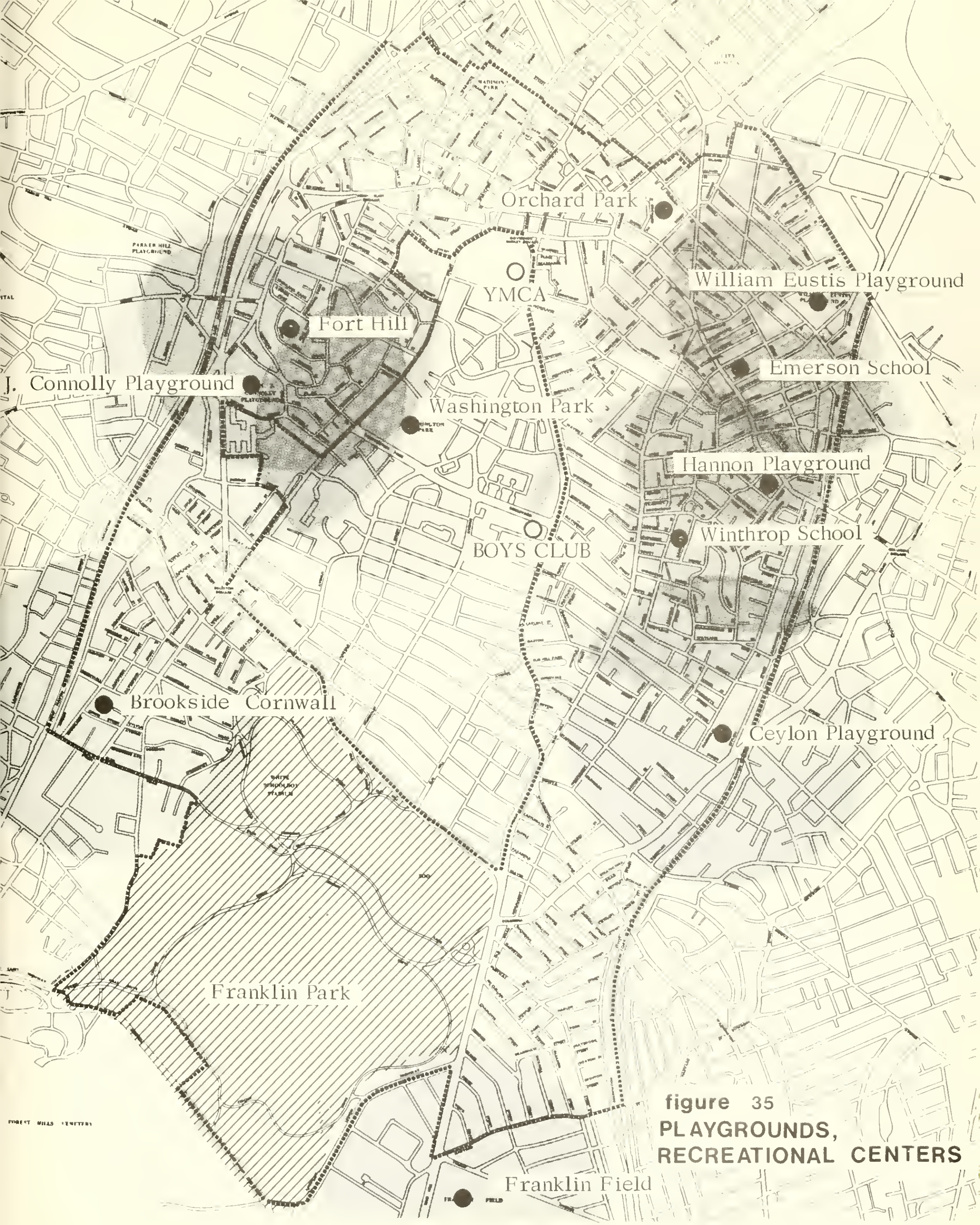


figure 35
PLAYGROUNDS, RECREATIONAL CENTERS

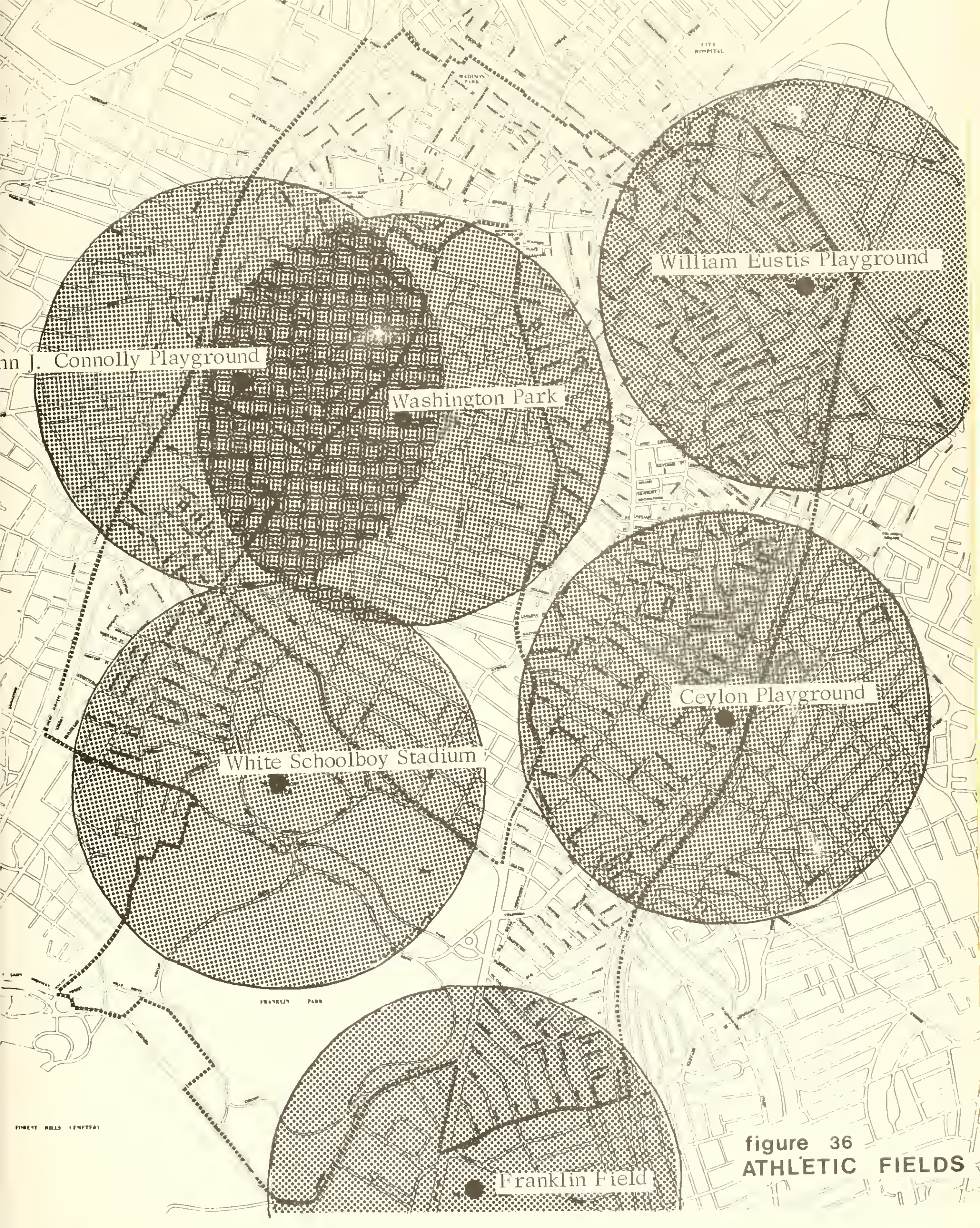


figure 36
ATHLETIC FIELDS

BLUE HILL AVENUE
DUDLEY STREET

VI. BLUE HILL AVENUE AND DUDLEY STREET STUDY

A. BLUE HILL AVENUE

1. Problems

   a. Commercial and Industrial Uses
   b. Community Uses
   c. Residential
   d. Vacant Sites and Parking Lots
   e. Circulation

2. Policies
3. Proposals

   a. Commercial Uses
   b. Community Uses
   c. Residential

B. DUDLEY STREET

1. Problems

   a. Commercial and Industrial Uses
   b. Community Uses
   c. Residential
   d. Vacant Lots

2. Policies
3. Proposals

   a. Commercial and Industrial Uses
   b. Community Uses
   c. Residential

VI. BLUE HILL AVENUE AND DUDLEY STREET STUDY

A. BLUE HILL AVENUE

Blue Hill Avenue was at one time a busy commercial street serving a stable residential neighborhood of single and multi-family houses. This street was amoung the hardest hit during the 1967 riots, and still shows the marks of that event in its boarded-up and vacant stores, and general air of neglect.

This section of the report deals with the portion of Blue Hill Avenue which runs north from Grove Hall to its intersection with Dudley Street. This section of the street is narrow and is not used for through traffic which turns off at Seaver Street and Columbia Road.

1. Problems (See Fig. 37)

Blue Hill Avenue is bordered by different types of land uses and activities, each of which has its problems.

a. Commercial and Industrial Uses: These uses make-up approximately 40 percent of the parcels of this portion of Blue Hill Avenue. The major establishment is Kasanoff's Bakery. Approximately 50 percent of the former businesses have closed and are out of business. Of the stores that remain, a number are in bad condition. Store owners are forced to use grates and grilles as a protection against vandalism. The numerous vacancies, deteriorating buildings, and shuttered store fronts all contribute to a

depressing appearance and atmosphere.

Some small stores and businesses, however, are prospering, and rehabilitation and revitalization, especially in the Grove Hall section, has been started.

b. Community Uses: Public and semi-public uses comprise approximately 7 percent of the parcels on this street. Some of the community buildings on Blue Hill Avenue itself are churches and attached parochial schools, and a post office, meeting hall, welfare office, and multiservice center. Three public schools are situated within one or two blocks east of Blue Hill Avenue; these are the Winthrop Elementary School, Jeremiah Burke High School for Girls, and Martin Luther King Junior High.

Several of the community buildings are underused or vacant, as a result of the decrease in population and shift in congregations.

c. Residential: Residential parcels comprise approximately 33 percent of the total. Of the residential buildings fronting Blue Hill Avenue, most are in poor or fair condition; only south of Grove Hall are dwellings in good condition to be found. Near the intersection of Blue Hill Avenue with Dudley Street, the vacancy rate is high. Many of the dwellings have store fronts at street level.

The blocks adjoining Blue Hill Avenue are mostly residential, with buildings of variable quality.

d. Vacant Sites and Parking Lots: Open sites account for the remaining 20 percent of parcels on this stretch of Blue Hill Avenue. These sites are scattered along the length of the street.

e. Circulation: Blue Hill Avenue in this section is narrow, and circulation is impeded by double parking and delivery trucks. A bus line serves this street.

2. Policies

HII suggests several development policies to guide the MCA in improving the character and condition of Blue Hill Avenue. These policies relate to new development, rehabilitation, and demolition, and can be undertaken piecemeal. Their effect should be the gradual improvement of Blue Hill Avenue.

Since there is little likelihood of redeveloping the entire street - under normal renewal programs - the policies and specific proposals which follow will be helpful when opportunities for change arise. Opportunities for change may take any of these forms:

- Buildings are vacated, and are burnt or vandalized to such an extent that they have to be torn down as a safety measure. The sites become available for new development or can be added to existing sites.
- Public agencies or private institutions seek new sites for development or wish to expand existing sites. In this case, occupied buildings may be torn down, and households or businesses may have to be relocated.
- Private developers seek sites for new development.

- Owners of residential or commercial buildings wish to rehabilitate their properties. The MCA can guide the rehabilitation to conform with its policies, e.g., converting vacant storefronts to residential use or removing them.

When these or other similar circumstances occur, the MCA can take the advantage of these isolated changes and guide them in a direction suggested by the following policies and proposals. Over a period of years, these small changes will add up to a significant change for the street. The recommended policies are:

- Make the sites of as many new projects as possible border on Blue Hill Avenue. The object of this policy is to rebuild the street frontage.
- Revert Blue Hill Avenue to residential and public and semi-public uses when the opportunity presents itself. (Zoning change?)
- Rehabilitate residential buildings in fair condition.
- Upgrade neighborhood-oriented businesses.
- Discourage light industry and businesses not oriented to the neighborhood.

3. Proposals (See Fig. 38)

The following specific proposals relate to residential, public, and commercial sites on Blue Hill Avenue. The residential and commercial recommendations derive from previous sections of this report; the school proposal derives from studies made by HII but not officially adopted at this time; and the proposals for other public uses are merely suggestive. Almost all of the new development is on the east side of Blue Hill Avenue.

a. Commercial Uses: The commercial center at Grove Hall should have a general upgrading, and other businesses serving the neighborhood on Blue Hill Avenue should be encouraged to rehabilitate. Store fronts at the street level of residential buildings should be removed. Parking areas for businesses should be provided, and on-street parking eliminated.

b. Community Uses: The site of the proposed new Winthrop School should be extended one block west so that it borders Blue Hill Avenue.

The large vacant lot at the corner of Blue Hill Avenue and West Cottage Street is suitable as a site for a community service building, such as a nursery school, day care center, or center for elderly persons.

The frontage on Blue Hill Avenue of the vacant parcel between Creston and Intervale Streets should be developed as a sitting park and protected tot-lot, to be used in conjunction with the existing multiservice center at the corner of Creston Street and Blue Hill Avenue; the rear of the parcel is suitable for use as parking for the center.

c. Residential: Town house and garden apartment projects are proposed, which together with the new Winthrop School site, make a continuous three block strip of new development from Julian Street to Woodcliff Street. The two housing groups are "Julian-Brookford

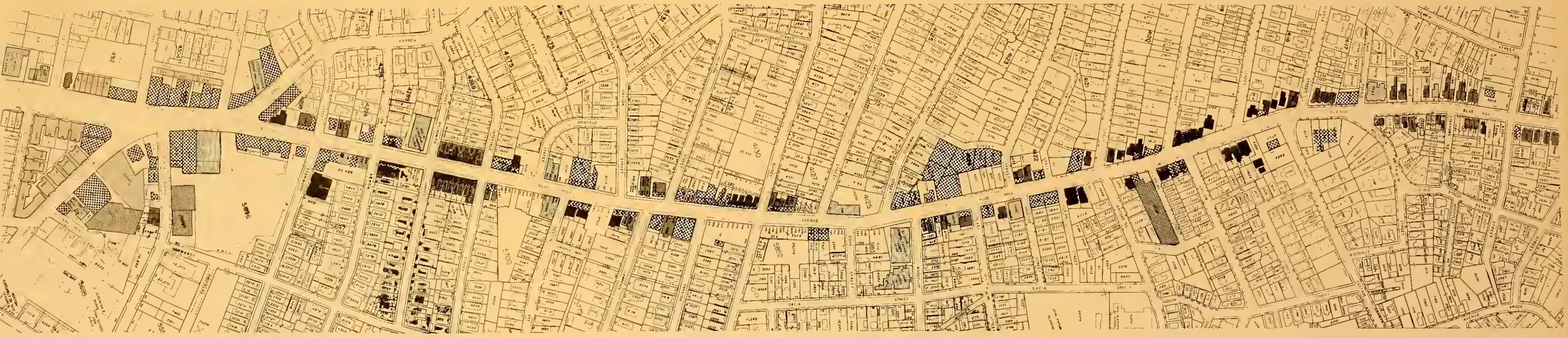
Housing" and "Blue Hill-Woodcliff Housing". (See section on Housing.)

At the same time, the opposite side of Blue Hill Avenue, which except for Kasanoff's Bakery, is mostly residential, can be rehabilitated.

An apartment tower and town houses is proposed for the corner of Quincy Street and Blue Hill Avenue.

A large housing complex with apartment tower and town house apartments is proposed for Grove Hall, just off Blue Hill Avenue. Some commercial and office space would be included in this project. This site does not front on Blue Hill Avenue, because of the viability of the existing businesses there.

Town house apartments are proposed for East Moreland Street across from the playground of the proposed elementary-middle school complex.



LEGEND

- ▨ residential : good condition
- ▨ fair condition
- ▨ poor condition
- ▥ institutional
- ▨ open space
- ▦ commercial
- ▩ industrial

scale feet

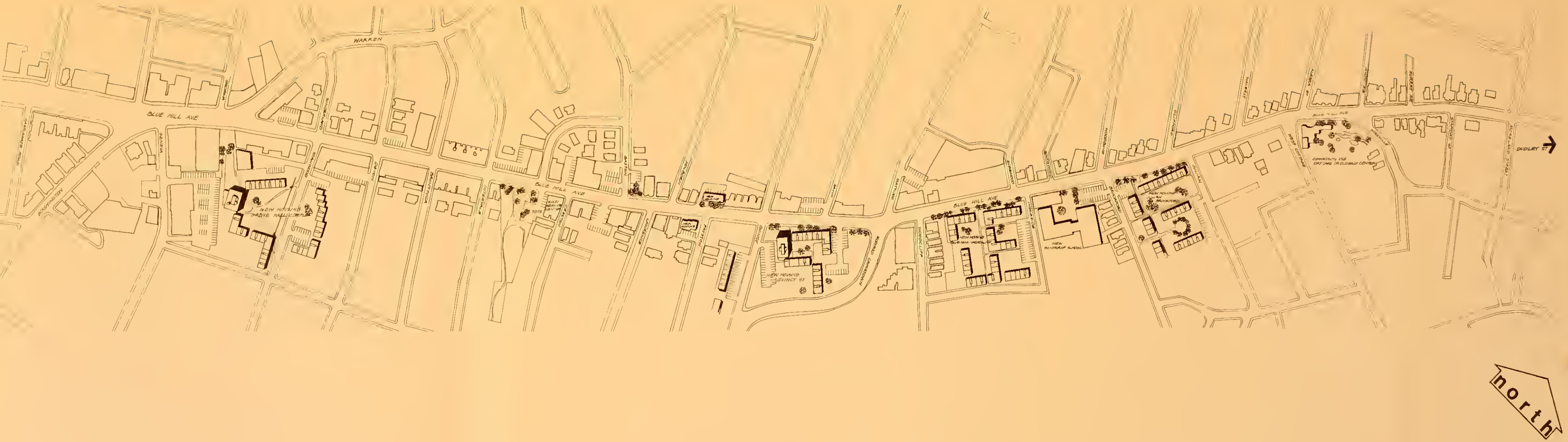
0 100 400

north

EXISTING LAND USE

BLUE HILL AVENUE

Figure 37



PROPOSAL

BLUE HILL AVENUE

Figure 38

B. DUDLEY STREET

Dudley Street runs from Dudley Station to Uphams Corner, a distance of approximately 1-1/2 miles. This section of the report deals with the section from Harrison Avenue, east of Dudley Station, to the railroad line, west of Uphams Corner. Dudley Street carries mainly local traffic.

1. Problems (See Fig. 39)

As in the case of Blue Hill Avenue, the land uses bordering the street are a mixture of residential, business, institutional, and industrial uses.

a. Commercial and Industrial Uses: These uses comprise approximately 33 percent of the parcels along the street. A major portion of commercial buildings are vacant along the entire street except for the block at Uphams Corner which is fully occupied and very busy. Before these stores closed, they were the type of businesses serving the local neighborhood, such as grocery stores, quick food places and bars, cleaners, and pharmacies. Some stores which have been recently remodelled or rehabilitated have the problem of guarding against vandalism. Several stores are owned by Spanish-Americans and cater to the local Puerto Rican and Cuban market.

The industrial uses are of assorted types, including a taxicab service garage and a woodworking shop.

b. Community Uses: These comprise 13 percent of the parcels in this section of Dudley Street. The Emerson Elementary School, a branch of the Boston Public Library, and several churches are situated on the street. The Hannon Playground fronts on the street at one point.

c. Residential: Residential parcels make-up 37 percent of the total. Most of the residential buildings are in poor to fair condition, and many have store fronts at street level. Vacant units are numerous (close to 50 percent), expecially towards Dudley Station between Harrison Avenue and Adams Street. The other end of Dudley Street, near the railroad, shows signs of rehabilitation. The Spanish-American community in this area is growing.

d. Vacant Lots: These comprise 18 percent of the total. Vacant lots, some of which are used for parking, are scattered along the length of the street.

2. Policies

HII recommends the following policies as a guide for the improvement of Dudley Street, and its immediate area. See also the discussion of policies under Blue Hill Avenue.

- Enhance the residential character of the street.
- Rehabilitate or encourage business uses which will serve the neighborhood.
- Concentrate facilities to serve Spanish-Americans on lower part of Dudley Street in area near intersection with East Cottage Street.

3. Proposals (See Fig. 40)

a. Commercial and Industrial Uses: Two opportunities for new commercial structures present themselves: a site at the corner of Dudley and Warren Streets on the edge of the Dudley Station area is suitable for a small office building; and the block frontages between East Cottage and Burrell Streets, opposite existing businesses, is suitable for businesses, possibly to serve a Spanish-American clientele.

Vacant store fronts in residential buildings should revert to residential use.

If the opportunity arises, all existing industrial uses should be removed from Dudley Street.

b. Community Uses: The Hannon Playground should be enlarged, and developed as a proper playground with play equipment.

Expansion should be planned for the Roxbury Community School to allow space for an additional building, play area, and parking.

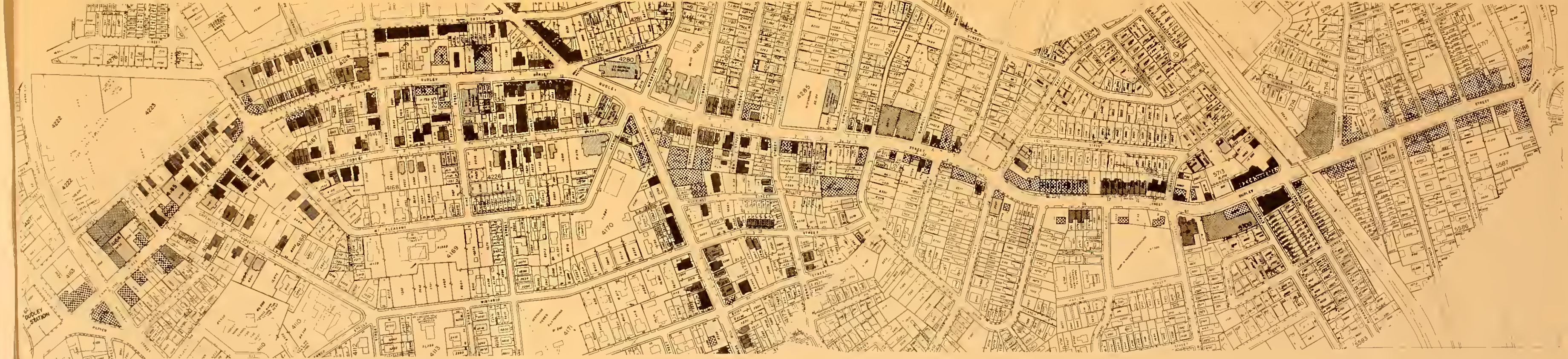
A new elementary and middle school is proposed to replace existing schools and consolidate facilities. This school could be located at the intersection of Dudley Street and Blue Hill Avenue, thus improving the frontages of both streets. A landscaped strip could be developed on the opposite side of Blue Hill Avenue to provide open space and a pedestrian waiting area.

A site between Adams and Hampden Streets is proposed for a community facility. This is an extension of a site already proposed for use as open space. The extended site could accommodate a building, parking, tennis courts, and open space. Increased parking is proposed for the Senior Action Center on Dearborn Street.

The development and expansion of the grounds of the Shirley-Eustis Historical Site is proposed.

Increased parking is proposed for the Model Neighborhood Board and Boston Public Library branch.

c. Residential: Three new housing complexes are proposed: the Robey Street Housing, adjacent to the railroad, consisting of town houses and garden apartments; new town house units on scattered sites along Dudley Street, with 8 to 24 units per site, could combine to form a larger development packages; and, a new multi-family apartment is proposed for the present site of the Emerson Elementary School which will be relocated to the proposed new school complex across Dudley Street. (See Fig. 12, Housing section.)



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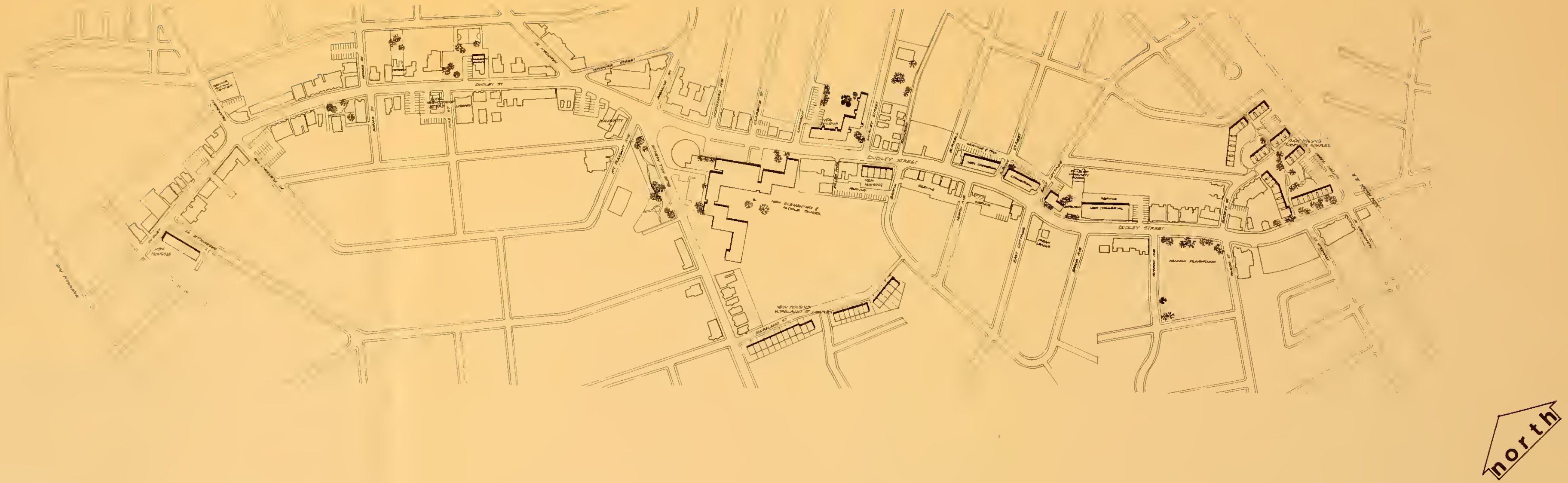
north

EXISTING LAND USE

DUDLEY STREET

Figure 39



PROPOSAL

DUDLEY STREET

Figure 40

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